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**COMPREHENSIVE  
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REPORT**



# INDUSTRIAL STUDY

# 8

DEPARTMENT OF COMMUNITY DEVELOPMENT — GAINESVILLE, FLORIDA



## INDUSTRIAL STUDY

Planning Division, Department of Community Development  
Gainesville, Florida  
December, 1969

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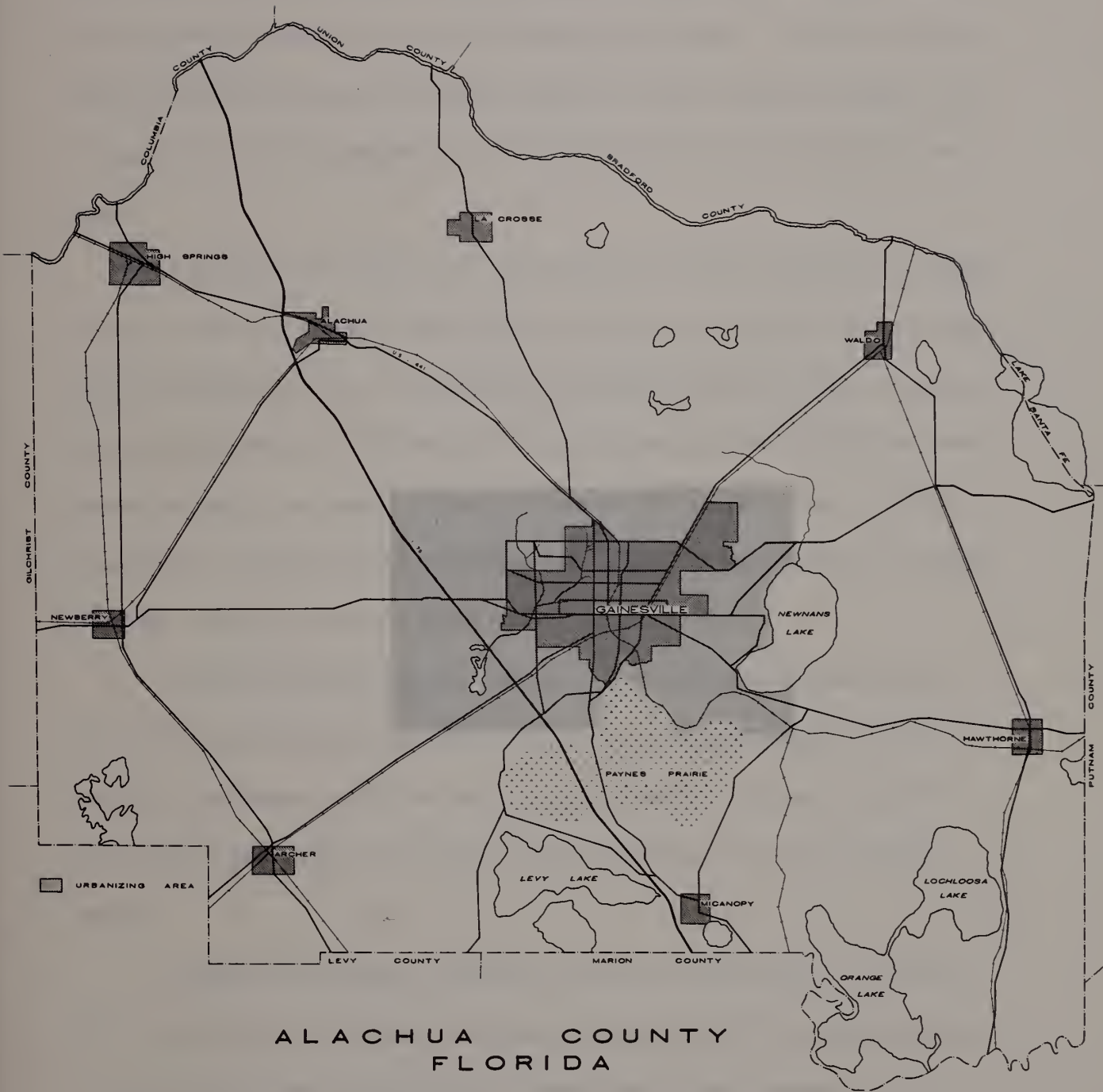


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## INTRODUCTION

The desire for a better balanced tax base, and the desire to provide ample and varied employment opportunities are but two, albeit very important, reasons why most communities today are promoting industrial development. To these could be added an undefinable urge to promote "growth", which is generally equated with "progress", and in turn prosperity for all who benefit from an expanding economic base.

Throughout the country local governments are largely dependent on property taxes for revenue. Industrial development very frequently pays a larger tax dollar than it requires in services, thus helping to ease the burden of the other taxpayers, such as the homeowner. This helps to account for the more than 8,000 area development organizations recently cited by a federal official. It is also particularly important to communities such as Gainesville, where the economic base is largely founded on public institutions which pay no property taxes.

Ample employment opportunities are an obvious community goal today -- particularly since minority groups and the poor have focused the public spotlight on their dissatisfaction with the lack of such opportunity. This lack in turn dictates a need for a variety of job opportunities including those in the industrial sector.

Industrial development in general is the focus of this study. To be specific, it is the intent of this report to discuss the recent trends in industrial development; to examine the existing industrial development of the community, with particular reference to its land use; to set forth certain limited objectives for future development in the industrial sector; and finally, to propose a plan to guide future growth in industrial land use.

## SUMMARY

The purpose of this report is to analyze the existing industrial land use in the community and to prepare a preliminary industrial land use plan based on the findings of this and previous reports. The following is a summary of pertinent findings and recommendations of this report.

1. There are now approximately 3,023 acres of land zoned for industrial in the Urban Area. Of this total about 2,081 is zoned manufacturing industrial (MP), and approximately 942 acres is zoned local service industrial (MS).
2. Of the total land zoned approximately 2,405 acres currently is vacant. This is approximately 79 1/2% of the total.
3. Approximately 89 acres of industrial or wholesale/warehouse type land use was found in areas zoned some classification other than industrial.
4. There is an estimated total of 481 acres of industrial land use in the Urban Area. Of this approximately 354 acres is located in the industrial districts.
5. The industry in this area is characterized by a low intensity of land coverage, a low employee per acre ratio, and has an average lot size of approximately 2 acres per use. The actual uses themselves cover a broad range of types from very light industry to some very heavy industries. They also include many uses which are permitted in non-industrial districts such as light wholesaling operations.

6. It is recommended in the plan that recognition be given to the differing characteristics and locational needs of light versus heavy industry and to purely wholesale and/or warehousing types of uses.
7. A total of 2897 acres are recommended for industrial in the proposed industrial land use plan.
8. Approximately 2261 acres of vacant industrial land is included in the plan recommendation, although a small portion of this would be classified as unbuildable without extensive site preparation, and some of the area would include land which would need some site preparation or may have soil characteristics which dictate a low intensity utilization.



## INDUSTRIAL PROMOTION AND/OR THE SELECTION OF NEW INDUSTRY

Economic growth means change. Substantial expansion in the industrial sector inevitably means changes in the present composition or character of the community and in the structure and direction of growth in the future. It is essential for the community leaders to assess these forces of change and exercise the selectivity desired to bring about the type of future community that is desired by the people.

Not all growth can be controlled, or even anticipated. Nor can it always be coaxed to happen when wanted. But a certain degree of selectivity can and should be exercised in the area of encouraging new industries from outside to locate in the community. The following comments taken from the earlier Economic Base Study are pertinent in this regards.

"Growth for growth's sake alone can be a mixed blessing. Take for example growth in the manufacturing sector. Earlier it was pointed out that manufacturing based economies generally have a relatively high wage structure. This does not mean however, that all manufacturing is good and should be encouraged to locate in the community. Many manufacturing concerns can create a drain greater than its contribution to a community. Certain industries create special problems due to the obnoxious odors or pollution or by their appearance. Or they may pay a wage which ultimately will lower the overall average of the community.



"Therefore, encouragement of industry should be on a selective basis concurrent with the desires and wishes of the people of the community. Certainly there are two sides to most issues. An industry, even though paying relatively low wages, might be just what is needed if there is a serious unemployment, or under employment problem in the area. An industry that is aesthetically unpleasant could bring a large return to the community by exporting its products and paying high wages.

"From all indications the county and/or particularly Gainesville can afford to be somewhat selective if it should choose to actively pursue a program to recruit new industry. The high proportion of workers in government, primarily for the University, provides a very stable base from which to work. The fluctuations attendant to the business cycle are felt less in this atmosphere than in a community dominated by private industry. This does not mean the community can be complacent. Indeed, if an enrollment ceiling at the University were enforced, there could eventually come a time when growth would slow to a crawl.

"The first prerequisite for continued expansion is that it must be in the base sector i.e., it should provide either goods or services for export to bring money into the county from the outside. The principal industries of the base type are manufacturing, resource extractors, such as mining or oil wells, the export of agricultural products, tourism and in the case of Gainesville, the University.

"It has been suggested by many people that because of the University, the community should be a prime candidate for the development of a research complex similar to the Harvard - M.I.T. area or the Los Angeles, California Tech complex. The influence of the medical center has been successful in attracting the new Veteran's Hospital, which incidentally became one of the County's largest employers, and reportedly was attractive to several medically// oriented industries contacted by a recent promotion trip to several larger cities in the north. There also appears to be a very good chance that a hospital to treat persons with serious burns will locate in Gainesville because of the medical center.

"There are some very serious considerations which should be taken into account before relying too heavily on the University to create an atmosphere which will attract the desired industry. First of all there is competition. Probably there are few communities in the country with a reasonably large college which do not have the same idea of its attraction to private industry. Secondly, the basic resources of a University are its pool of "brain power" and its basic research. The brain-power can be more easily transported to the industry than vice versa, and despite its academic excellence, the University of Florida is a state supported institution which very often cannot afford the high cost of pure research in deference to their role of teaching.

"Research activities, if they can be attracted, are normally considered a welcome addition to the community. They not only tend to provide an economic stimulus, but are socially and culturally very acceptable.

At the same time research industries can be far less demanding on community resources in terms of city services and social welfare needs. The research industry, in short, is generally a desirable addition to the economy of a community if it can be established.

"While selection of the type of manufacturing industries should be dictated by the overall goals and objectives of the community, there are several considerations which generally serve as guidelines. One is that it should be in a growth industry. Some that are considered generally prospective growth industries are: electrical machinery, instruments, transportation equipment, plastics, and to a somewhat lesser degree chemicals and fabricated metals. There is also a large list of industries sometimes called exotic whose potential has not yet been fully determined. These include, for example, maser and laser applications, transistors, micro-miniaturization and many others. As mentioned earlier, one local industrialist pointed out that any type of small assembly operation would probably be quite successful here.

"Another desirable characterization generally sought in new industries is relatively high wages. However, it must be pointed out that there apparently is no pool of highly skilled workers in this area who could command higher manufacturing wages. Other characteristics desired are: efficient, competitive firms; those which export most of their product (and thus have the greatest multiple effect on the economy); firms which have a relatively stable employment cycle; generally manufacturers of non-durable goods or light consumer durables; firms which will help maintain a diversity in the overall economy, firms with high research and development characteristics, and finally, firms which are

soundly financed and have good management, and are likely to be a productive addition to the community."

## Factors Influencing Industrial Location

Assuming that the active pursuit of more industry is a desired objective (an assumption not supported or refuted in this study for lack of sufficient evidence; for while on the one hand there appears to be a fairly active program promoting new industry, there is evidence also of some sentiment that the community should remain basically a "college town"), it is first necessary to examine those factors which influence the decision to locate an industry in a given community. The community can then act to emphasize those points most strongly in its favor in wooing those prospective industries it finds suitable.

Studies have shown that what a community can offer an industry generally is not a primary factor in its decision to locate in a given region, but it may be a primary reason for that industry to locate or re-locate in a given community of that region. An excellent comprehensive study concerning the effects local government has upon industrialization and vice-versa was prepared by Ruth L. Mace of the Institute of Government of the University of North Carolina. The study reports an actual relationships among 126 new plants, industrial development organizations, and municipal governments in ten representative, small to medium sized American cities, (ranging from 15,000 to 200,000 inhabitants). Although these cities were in North Carolina, in many respects they are typical of other cities of similar size in the Southeast and other less heavily industrialized regions of the United States where new industry is avidly sought after. Specific references to facts in this section of the report are from this source unless otherwise indicated.

The study reveals the following results of a survey of plant executives and industrial development officials ranking of deciding industrial location factors.

Table 1

Ranking of Deciding Industrial Location Factors

Rank	All Survey Plants	Plants Originating Outside City	Industrial Development Officials
1	Markets	Markets	Labor
2	Labor	Labor	Markets
3	Owner's Home	Transportation	Character of City
4	Transportation	Suitable site	Water and Sewer
5	Raw materials	Raw materials	Suitable building
6	Suitable site	Character of City	Transportation
7	Suitable building for rent	Suitable building for rent	Suitable site
8	Character of City	Water and Sewers	Local tax climate
9	Water and sewer	Special inducements	Owner's home city
10	Special inducements	Police and Fire protection	Police and Fire protection
11	Local tax climate	Local tax climate	Local government reputation
12	Police and Fire protection	Local government reputation	
13	Local government reputation	Planning and Zoning	
14	Planning and Zoning		

Source: 2 (\*Note: See #2 in Appendix A - Sources)



As the table indicates the factors mentioned most frequently by plant executives were: 1) proximity to markets, 2) labor consideration, 3) owner's home city and 4) transportation. Of these, only labor and market were also mentioned by development officials whose job it is to promote industry. In addition, the next two factors considered very important by the latter, i.e., the character of the city and water and sewer availability, were down the list of the plan executives.

Generally speaking, the primary considerations in any rationally arrived at location decision are economic. A well managed business seeks to "maximize profit" and "minimize costs". Fundamental to these goals, and without question the primary determinants of location are such elements as markets, labor, raw materials, and transportation costs. The city and its services are among the secondary factors.

Table 11

Ranking of Location Determinants

Factors not controlled by Local Government	Factors Directly Controlled by Local Government	Factors Partially Controlled or Influenced by Local Government
Owner's home city	High quality police and fire protection	Character of city - general appearance
Labor considerations	Protection locally available	Educational and cultural facilities, adequate housing
Proximity to markets Proximity to raw materials	Planning and zoning protection	Special inducements

Availability of  
suitable building  
for rent

Local governmental  
reputation for  
efficient management

Transportation -  
railroads, highways,  
etc.

Favorable local  
tax climate

Ample water supply  
of good quality and/or  
good sewage disposal  
facilities.

---

Source: 2

The North Carolina study reveals that firms concerned with some government activity in their location choice include a high percentage of "desirable" plants with out-of-city origins. These plants are the large employers with substantial capital investments. Electrical machinery and food plants were found to be more interested in municipal facilities than the sample average as contrasted with furniture, lumber and wood industries which show a below average interest in these services. This may be due in part to the fact that transportation costs are not a primary concern of the the former because of smaller products and light weight raw materials, but are to the latter.

#### The City Service Package as Rated by Survey Firms

Among the factors listed as most important by plant executives, two elements only partially controllable by local government - highway transportation and character of the city - appeared of greater significance than any purely municipal service. Conversely, city officials rated water



and sewer utilities (ranked ninth by industry executives) second in importance as attractions to industry. Among the non-utility services of fire protection, police protection, refuse collection, and planning and zoning, fire protection shows clearly in the following table as the single non-utility service of greatest consequence to the surveyed plants. This is particularly true for smaller firms whose fire insurance rates are a substantial cost item.

Table 111

<u>Demand for Non-Utility Services</u>			
<u>Service</u>	<u>Essential</u>	<u>Desirable</u>	<u>Unimportant</u>
Fire protection	72.6%	25.0%	2.4%
Police protection	33.9%	60.5%	5.6%
Refuse collection	31.4%	30.6%	33.0%
Planning and zoning	16.5%	40.5%	43.0%

Source: 2

Services relating to traffic and transportation facilities were among the survey firm's most important considerations in site location choice, ranking fourth among the 14 major location determinants for the sample as a whole and third for plants originating outside the city. The following table shows the relative importance of various forms of transportation.

Table IV

"Importance of Transportation Facilities to New Industries"

Percent of Respondents indicating facilities. .			
Service	Essential	Desirable	Unimportant
Highways	85.6%	11.9%	2.5%
Railroads	37.9%	30.2%	31.9%
Airport	37.9%	41.4%	20.7%
Public Transportation	7.6%	43.2%	49.2%

---

Source: 2

The North Carolina Study concluded that while the basic utilities of water and sewage disposal are undoubtedly essential to most industries, only in unusual cases were they conscientiously or consciously considered in the location decision making process.

Table V

"Industrial Demand for Water and Sewer Facilities for Process Use"

Percent of Respondents indicating facilities . .			
Service	Essential	Desirable	Unimportant
Water			
Supply	44.2%	15.0%	40.7%
Pressure	26.8%	21.4%	51.8%
Sewage Disposal	56.1%	25.4%	18.4%

---

Source: 2

Local taxes was found to play an important part in location decisions even though not ranked highly relative to other factors. More than one-third of the plants surveyed indicated the desire to be located near the city, but not in it. Most of these admitted that avoidance of city taxes was an important factor in this preference. Approximately one out of five of the surveyed firms preferred not to pay its own way. Most of the plant executives who reported such reluctance represented medium sized or large firms from outside community, many of these being branches of national concerns.

On the questions of who should pay for outside utility line extensions and what the rate charges should be for industries beyond the corporate limits, most industrialists felt that the city should bear the full cost of utility line extensions to desirable industries, and that the city should charge no more to outside users than to in-city firms.

The attitudes of industry toward the idea of city annexation were generally found to be hostile. Among the survey plants the attitudes of respondents in nine firms, recently annexed (or scheduled for annexation) to five of the cities, were considered representative of the attitudes of the total sample toward location inside versus outside city limits. Three firms strongly favored annexation, four were highly displeased by this action, and two reserved judgment. Two of the three firms favoring annexation had anticipated it. The two firms reserving judgment were not yet annexed and preferred to withhold judgment until the pros (better police and fire protection, etc.) and cons (higher taxes) could be weighed after annexation had occurred.

The North Carolina study, as was implied previously, may not totally represent the industrial-local government relationships in the Gainesville Area. However, the results of the study indicate a general lack of planning, preparedness, and sense of direction towards industrial development by the communities studied.

As was indicated earlier, smaller cities, although not providers of the primary factors which influence industrial location decisions in a given region, can play an important role in attracting "desirable" industry to locate in their community.

### Industrial Development Concepts

The discriminating industrialist today looks for certain desired characteristics in potential sites and is not willing to accept the unwanted and/or undesirable locations to which industry was relegated in the past. Furthermore, because of the active competition he has come to expect to get what he wants so long as it is reasonable. What does he look for in a site? One authority has said:

"Modern trends in plant location have resulted in an increasing demand for locations away from areas of traffic congestion, non-existent parking, and cramped sites. Management wants more space for functional designed one-story plants, off-street parking and loading docks, employee cafeterias and recreational facilities, and future expansion. Furthermore, management wants to be spared the problems and delay attendant upon finding and developing raw sites and in arranging for utilities. Management also wants to be assured that its investment will be protected and that it will have compatible neighbors."

## Compatibility with Surrounding Uses

Of particular importance in the location of industry is compatibility with its neighbors. This is important not only from the standpoint of good land use planning by the community, but is desired by the industry itself, as the above quotation points out.

Probably the most important relationship is between industry and residential land uses, for studies have shown that improperly planned or located industry can have a distinct blighting influence on residential properties. On the other hand with good planning and design the two uses can live in relative harmony at close proximity to each other. This is especially true with modern plants which create little or no disturbance of any kind, air pollution, noise, odor, etc. outside of their own building. With such plants the main concern generally is with conflicting traffic.

Several design concepts have evolved as a result of the basic conflict between industry and residential. The first of these is buffering or insulation between the two uses. This can be achieved by:

- ☐ Physical barriers of green belts or walls separating the uses;
- ☐ Separation by other major physical barriers such as thoroughfares, parks or streams -- particularly with residential backlotting to such barrier; and,
- ☐ Transitional uses in between which are more compatible with the use on each side, such as offices, or multiple family districts.

In terms of the total industrial picture of the community the clustering of industry in parks or separate districts has the effect of minimizing the amount of border which is exposed to possible conflict, as opposed to

scattered and strip development.

### Traffic Flow and Control

Industrial traffic should be kept separate from residential traffic. This means that to keep congestion to a minimum industrial districts should be adjacent to major thoroughfares. In addition, it is considered good practice to separate truck traffic from automobile traffic in the design of industrial parks.

### Industrial Grouping

One of the basic principles of industrial development today concerns the grouping of such uses in homogenous, exclusive districts. One good reason for this has already been outlined - i.e., it minimizes the potential conflict with incompatible uses on a community wide basis.

Perhaps more importantly, studies have concluded in case after case that the modern industrialist prefers the exclusive district arrangement. Permitting homes and commercial uses in industrial districts can easily jeopardize the attractiveness and appeal of that district to an industrialists.

### Industrial Parks and Districts

Because they embody most of the principles of good design desirable in industrial development, industrial parks are discussed more fully in the following section. While normally one thinks of a single ownership or management subdivision when discussing industrial parks, the same concept can be applied to industrial districts with several owners, provided some coordination is involved.

A planned industrial district or industrial park can be described as a suitably located tract of land subdivided and promoted for industrial use. The planned industrial parks provides for a "community" of industries located on a



large site; comprehensive physical planning and development for the entire tract; utilities, streets, and other essential services; specific industrial uses, sometimes guided by performance standards; and if zoning is inadequate, restrictive covenants running with land sales to control plant design, smoke and odors, landscaping, employee parking, and other features. Table VI which follows provides a comparison of the advantages of grouped concentrations of industry in districts and the disadvantages of strip or scattered industrial uses.

Table VI  
Factors Favoring Grouped Concentrations Over Strips or  
Scattered Industrial Sites

Factors	Strip and Scattered Industrial Development	Industrial District or Park
Effect on Real Estate	Strip industrial development usually has a depressing effect on contiguous land uses. Contiguous vacant areas tend to be held for speculation in the hope of increasing values. The vacant lots grow up in weeds, having a blighting effect on nearby land uses.	Industrial parks or districts can segregate themselves with a continuous buffer strip. They can stabilize surrounding uses and make the area more attractive for other land uses.
	The greater perimeter of strip or scattered development increases the amount of contiguous area subject to fluctuating values because of industrial activities.	The compact arrangement reduces the perimeter and makes buffer areas more feasible.
Benefits for Industrial Location	Frequently there is delayed site readiness, increasing the time lag between the decision to locate and the beginning of production.	Immediate site readiness, reducing the time lag between the decision to locate and the beginning of production.

	Very little site choice.	Flexibility of site choice (i.e., availability of several alternative sites within the development.)
	Higher site development costs, discouraging development by the smaller land users.	Reduced site development costs for the smaller land users through economies of scale by the developer.
	Little investment protection against deterioration of industrial land or lands near the park.	Investment protection through covenants designed as safeguards against deterioration of properties in the park, and, if well conceived, protection for lands near the park. This allows the industry to buy less land (since it doesn't to insulate itself), and the land's value is maintained or more often, increased over the years.
	An atmosphere of isolation from other industry.	Nearby industry, business and service industries, security provision, eating and club facilities, joint projects among tenants, etc.
Benefits to the Community	Lack of planned, developed sites to show prospective industries.	Favorable competitive position through availability of full serviced sites.
	Requires uneconomical extensions of municipal services (water, sewer, utilities, fire and police protection, etc.) to serve scattered industrial development.	Permits more efficient and economic extension of municipal services through concentration of a number of industries in a few specific areas rather than scattered indiscriminately in widely separated locations.



	Provides no real protection to industrial development and surrounding land uses.	Provides a real measure of control over industrial operations and prevents undesirable development within the park. This results in sounder land use relationships and community compatibility.
Transportation	Increases the number of access points of trucks and heavy volumes of traffic onto major thoroughfares. This situation naturally results in increased auto accidents, not to mention the need for more traffic control devices in these areas.	Provides for limited access points onto major city thoroughfares.
Social	Tends to fragment and erode residential areas.	Can be designed to blend in and complement adjacent uses, or at least not adversely affect such uses.

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Source: Compiled by Department of Community Development, from sources related in the Appendix.

The preceeding table and discussion point out several reasons why industrial districts and parks are becoming such a dominant form of industrial development in the industrialized areas of the nation. However, the industrial park concept is not a panacea for all problems associated with industrialization. There are several limitations inherent in the industrial park concept.

1. Not suitable to all industry. Certain manufacturing firms such as chemical plants and primary metal operations which utilize large tracts of land and have high utility requirements usually prefer to buy and develop their own acreage in order to minimize overall costs and retain

absolute control of their surroundings.

2. Loss of identity. Some firms, notably large nationally -- known companies, may feel that public recognition focuses on the parks as an institution rather than on tenants separately. However, many firms gain from identification with an industrial park.

3. Industry Expansion Problems. Unless more land than is needed initially is purchased at the outset, the industrial park occupant may have difficulty in expanding at a later date. Although this problem is not confined to site in industrial parks, it is a difficult task to induce a company to purchase two or three times as much land as is initially needed.

4. Traffic Problems. Unless carefully situated, comprehensively planned and developed, an industrial park can create or add to a community's traffic problem, emphasizing the need for cooperative community developer planning at the outset.

#### Industrial District Standards

Like any other industrial site development, primary concern must be initially directed toward the financing and marketing potential of a planned industrial district. Following these considerations must come an analysis of locational factors such as existing and planned highway accessibility, rail service, airports, utilities, topographic and subsurface characteristics, and surrounding environment.

The planned and controlled development of an industrial site is what distinguishes an industrial district or park from scattered or strip industrial development. Industrial districts in Gainesville generally lack adequate landscaping and buffer zones to protect the stability and longevity of surrounding land uses. Inadequate building setbacks from major thoroughfares and conspicuous power and telephone line arrangements tend also to detract from existing industrial district development.

If future industrial development is to be both a benefit to the community and to benefit from its existence in this community, adequate safeguards controlling future industrial development should be established. The following are some of the criteria which should be considered in this regard.

Flexibility. Probably the single most important consideration in industrial district development is the provision for maximum flexibility. Unlike residential subdivisions and shopping centers, land development in industrial districts is likely to be slow and erratic. Therefore, having land on the market over long periods of time makes prediction of space requirements for individual industries highly doubtful.

The concept of phase development is useful in providing flexibility in development through progressive stages. Advantages of this type of approach to industrial district development are:

- 1) Money tied up in development costs can be held down initially.
- 2) Future flexibility in the layout of the remaining acreage is retained.

## District Streets

Widths of rights-of-way for major streets in industrial districts usually range from 60 to 120 feet with pavements of 40 to 80 feet. Secondary street rights-of-way are usually 50 to 80 feet with pavements of 30 to 60 feet in width, depending upon the size of the district and the anticipated traffic flow. In small to medium size development 33 to 40 foot pavements on 60 feet rights-of-way are most popular. However, it is necessary to prohibit on-street parking on the narrower pavements.

Street grades should be kept to a minimum, preferably below five percent. To the extent that it is possible, access streets should be laid out parallel to finished countours, thereby eliminating unnecessary grades and permitting parked trucks to stand on level ground.

The layout of district streets should avoid street intersections forming acute angles which form odd-shaped lots that may prove difficult to market and result in less efficient traffic movement. Intersection corners should be rounded sufficiently to permit tractor-trailer rigs to negotiate turns without utilizing extra traffic lanes. Mr. W. C. Windsor, Jr., the developer of Brook Hollow Industrial District in Dallas, recommends that street intersections be paved on a 50 foot curb radius at corners and that drive entrances from the street to individual buildings be paved on at least a 25 foot curb radius to avoid street blockage by turning trucks.

## Utilities.

Easements for utilities are placed either within street or rail rights-of-way or both. It is aesthetically desirable to have power and telephone lines brought to the rear of the plant sites. If it is necessary to place power lines

and poles along district streets, one method of softening the appearance of the overhead lines is to bury the service lines from poles to individual buildings.

#### Landscaping.

Plans for an industrial district should include an overall landscaping scheme. This will be essential in attracting the "desirable" well-designed plants. Besides being aesthetically pleasing, landscaping has several practical functions such as preventing erosion and reducing runoff, screening storage yards and parking lots from view, controlling wind and providing shade from direct sunlight. It is the developer's responsibility to see that individual site plans meet the landscaping requirements set for the entire district. In many industrial developments today outside storage is prohibited unless screened.

#### Controls in Planned Industrial Districts

It is to the developer's advantage to impose certain specific performance standards on the individual plants to protect neighboring operations within the district. The developer may impose these performance standards through sales policies, by protective covenants against the land, or by restrictions included in individual deeds or lease agreements. Frequently, modern zoning ordinances will incorporate many of these provisions, although generally speaking, most private parks choose to impose much stricter controls than are required by the community.

#### Outdoor Storage.

Most district covenants have restrictions concerning outdoor storage of materials and equipment. Some districts do not permit outdoor storage, while those permitting it usually require adequate screening by a wall, planting, or



other suitable barrier.

### Site Coverage.

Many contemporary planned industrial development contain provisions specifying the maximum percent of the total area of an individual site that may be covered by structures, usually ranging from 25 to 70 percent. Major reasons for such restrictions are:

- 1) to guard against future overbuilding on sites resulting in cramped quarters and traffic congestion.
- 2) to allow ample reserve space to accommodate increased parking demands on site and not overflowing onto development streets.
- 3) to preserve a spacious and attractive setting within the development.

However, where ample building setbacks, side yards, and adequate space for employee parking, truck maneuvering and loading are required in district covenants, the need for site coverage restrictions is diminished.

### Building Lines.

Setback lines for buildings fronting on district streets usually range from 25 to 60 foot. Setbacks from side and rear yards are generally 10 to 30 feet. In the case where buildings front on major highways, setbacks vary from 50 to 200 feet or more to avoid interference between highway and marginal traffic.

### Building Construction.

Most industrial district developers incorporate basic landscaping and architectural features in the total design to give the district a specific desired character. It is general practice now to require masonry construction, its equivalent or better.

### Sign Control.

Sign control is as important in an industrial district as it is in a shopping center or other commercial area. A number of contemporary development restrictions include covenants governing the location, size, and construction of signs identifying buildings within the district.

### Parking.

Specific off-street parking ratios based either on floor space or total employment are not always included in district covenants. Developers usually encourage site purchasers to acquire a minimum of 50 percent more land area than is needed for the building alone. For example, in the Peachtree Boulevard development in Atlanta, the ratio of total land area to building area is 3 to 1.

### Loading Areas.

Loading docks frequently become eye sores because of storage, accumulation of paper and debris etc... It is not unusual therefore to require that they be placed on opposite sides of a building from the street. Many communities will also prohibit such docks adjacent to streets, not only because they are aesthetically unpleasing, but to prevent hazardous maneuvering of vehicles in street rights-of-way. This problem is diminished where separate roadways are required for truck and automobile traffic.

## EXISTING INDUSTRIAL DEVELOPMENT

### Introduction

The importance of industry to the economic base of the Gainesville area has fluctuated considerably over the years. As was pointed out in the Economic Base Study, different industries such as cotton ginning, wood products processing, phosphate mining etc., have played important roles at various times in the long history of the area. In the more recent past, however, governmental institutions, particularly the University, have dominated the economy. Less than ten (10) percent of all resident employees were classified under manufacturing in the last two censuses, with another two (2) per cent in wholesale trade. Today it is believed that there are only seven manufacturing companies in Alachua County which have as many as 100 employees, these being: General Electric, which lies outside the Urban Area; Sperry Tube Division, two meat processors, Sunnyland of Gainesville and Copeland of Alachua; Ring Manufacturing (Florida Athletic Co.); and two wooden crate or box manufacturers, Franklin of Micanopy and American Box of Gainesville. Two other fairly large industries, which are estimated to have close to but less than 100 employees, are Wood Products and Koppers. If the employees of all of the above were added together it is estimated that they would number less than two thousand, compared to about 11,000 employees at the University of Florida.

Even though it does not dominate the economy, industrial employment should not be considered unimportant. It is in fact generally considered a very valuable asset for the reason that frequently manufacturing provides base



employment, i.e., it brings money into the community from the outside, and thus has a multiplier effect on the economy. This is particularly true of the light industry branch operations of major companies such as Sperry and General Electric.

Much of what is considered "industry" in the community and as treated in this study is not actually that in the strictest sense of the term. For numerous reasons, including: convenience in covering all land uses in the overall "701" study, the manner in which the land use code was broken down and similar land use characteristics; such uses as printing and publishing, wholesale, warehousing, construction, certain service industries, and all other non-manufacturing industries were considered in this report.

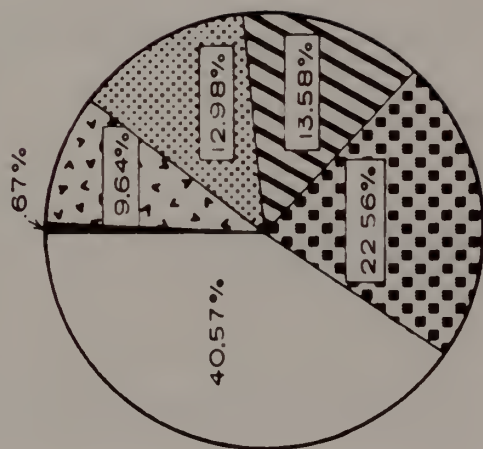
#### An Overview of the Existing Industrial Land Use in the Gainesville Urban Area

A preliminary analysis of the basic characteristics of industrial uses was completed approximately one year ago. A survey of almost all industry was made at that time. Because new data on employment and building area is unavailable, and because of insufficient time to redo the survey, the results of this earlier analysis is included herein. (See Chart I and Table VII ).

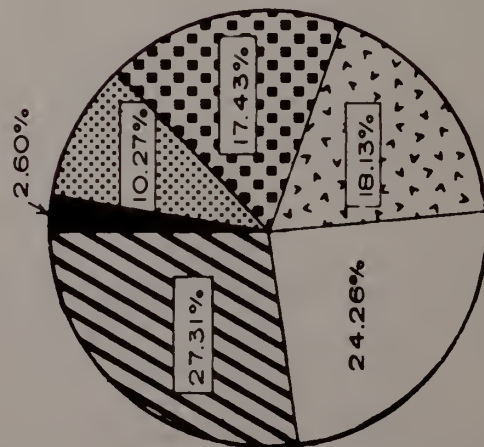
Several interesting facets with regards to the industrial base of the urban area is revealed by this survey. As was noted earlier, much of the so called industry is not actually manufacturing. Manufacturing, in fact, accounts for only 53% of the developed industrial land, approximately 43% of the building area and approximately 44% of the employment. Another very interesting characteristic is the very low intensity of development. The overall average

CHART I

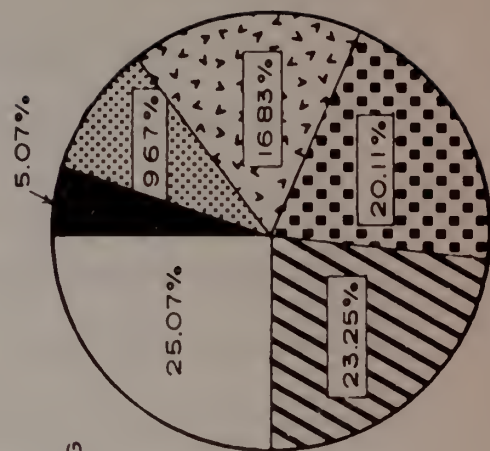
ESTIMATED PERCENTAGE DISTRIBUTION OF LAND,  
BUILDING AREA, AND EMPLOYMENT BY TYPE OF INDUSTRY  
GAINESVILLE URBAN AREA · 1967-1968



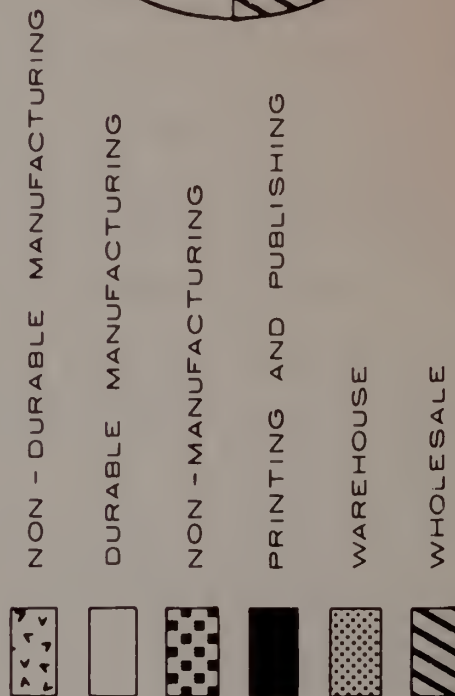
ESTIMATED INDUSTRIAL  
LAND DEVELOPMENT

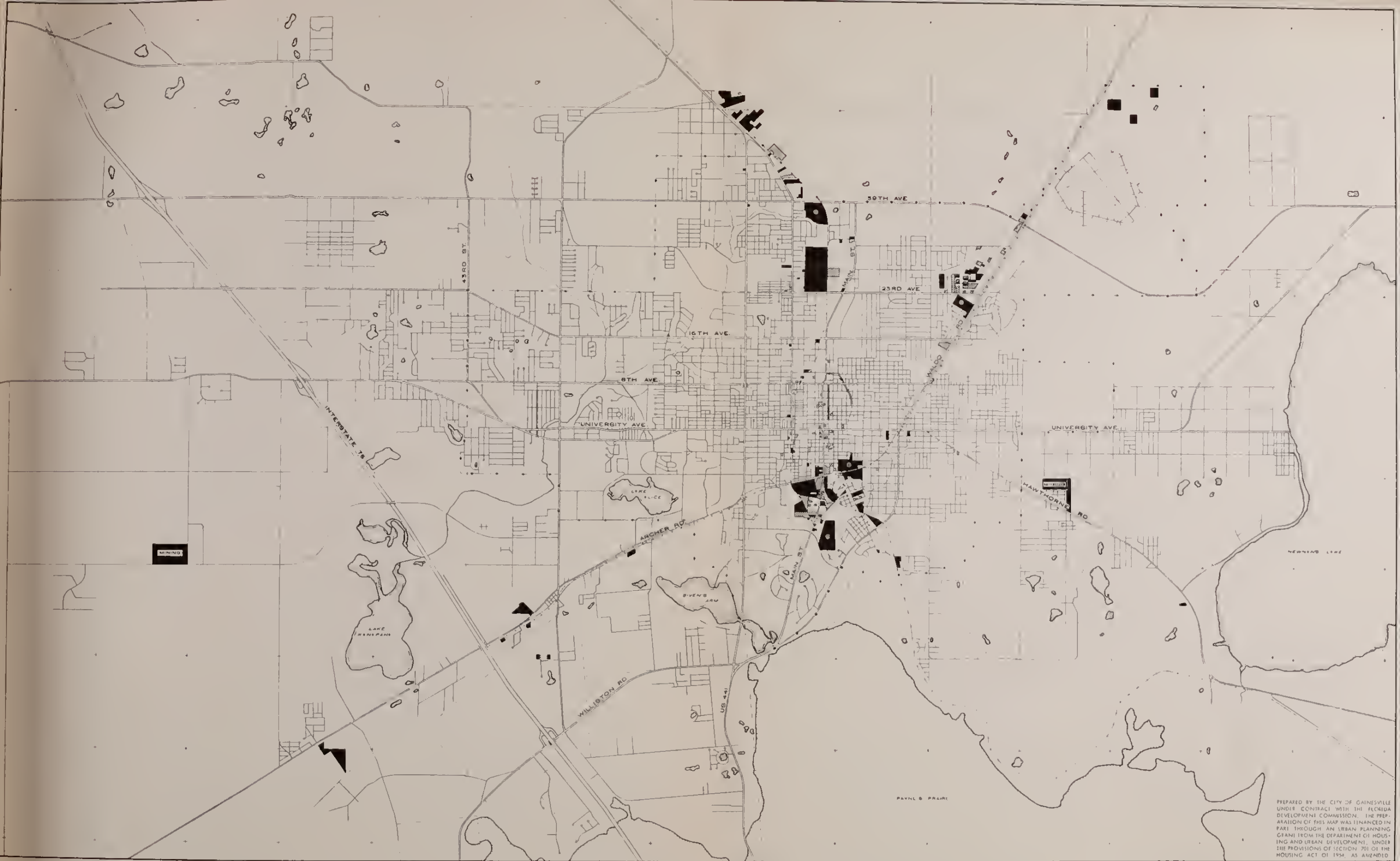





ESTIMATED INDUSTRIAL  
BUILDING AREA



ESTIMATED INDUSTRIAL  
EMPLOYMENT





-  PUBLIC-SEMI PUBLIC INDUSTRIAL
-  INDUSTRIAL
-  WAREHOUSE

# EXISTING INDUSTRIAL LAND USE GAINESVILLE URBAN AREA

DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969



PREPARED BY THE CITY OF GAINESVILLE UNDER CONTRACT WITH THE FLORIDA DEVELOPMENT COMMISSION. THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.



lot size is just under 2 acres, while the average building size is approximately 9,300 square feet. The overall total average land to building ratio was approximately 9.6 to 1. These figures, which do not include two very large mining operations in the county, would be low compared to most industrialized communities. They probably reflect the fact that many large industrially zoned sites are still available for industry in the Urban Area.

The ratio of employees to developed land is likewise very low except for the printing, publishing, and allied industries category. This overall average is just under 12 employees per acre, whereas as many as 100 employees per acre have been found in many highly industrialized communities. Even with the advent of the modern industrial plant in the suburbs, worker densities as much as twice that found here are not uncommon.

Frequently, in considering the impact of a given industry in a community a judgment is made as to whether that industry is "light" or "heavy". It might be surprising to learn that many of the industries in this area would be classified by the latter term. Such industries would include the meat processers, the wood treatment plant and perhaps some of the heavier machine shops. By-in-large however, the newer larger industries such as Sperry and General Electric would be classified as light. No attempt was made in this study to so classify all industries, for to do so would require considerable subjective judgments at best. It is recommended, however, that recognition be given to the basic differences between these types of uses in the proposed plan.



Table VII

Survey of Industrial Characteristics  
Gainesville Urban Area 1967-68

Category	Number	Average Lot Size (Acres)	Aver. Bldg. Area (sq. ft.)	Aver. Number Employees	Employees/ Acre
Wholesale	55	0.83	7,685	16.5	19.9
Warehousing	22	1.98	7,224	19.9 *	11.5
Printing Publishing & Allied Indust.	8	0.28	5,047	24.8	87.9
Non-Mfg.	42	1.74	6,422	18.7	10.4
Durable Mfg.	27	5.04	13,924	36.3	7.2
Non-Durable	13	3.18	21,583	50.6	20.4
Average	--	2.00	9,269	23.4	11.7
Totals	167	335.14**	1,519,595	3,909.0	---

Source: Department of Community Development Estimate

\* In several instances this figure includes employees who do not work at any given location, but who were arbitrarily assigned to the warehouse location for a work address.

\*\* Mines not included.

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Source: Department of Community Development Estimate

\* In several instances this figure includes employees who do not work at any given location, but who were arbitrarily assigned to the warehouse location for a work address.

\*\* Mines not included.

The total amount of land developed for industry and the total amount of land zoned for industry (MS, MP) was recalculated for this study. This information is present in Table VIII and is discussed in greater detail by districts in a following section. Approximately 392 acres of industrial land use is contained within these districts or within areas zoned for industrial, with another 89 acres in scattered locations throughout the Urban Area. Slightly less than 75% of the existing industrial land use is contained in the industrial zoning districts. Not all of the remaining however, is non-conforming as certain uses, such as printing and certain wholesale operations are permitted in other industrial districts. Table IX which follows gives a break down of the location of industrial uses by zoning districts. This table is based on the previous land use survey and thus does not add up to the same total as shown in Table VIII. It does show however, that at least some of the industry is located in areas improperly zoned, was poorly classified, or is illogically located with respect to other uses.

Table VIII  
Existing Land Use and Zoning of Industrial Areas in the Gainesville

Zoning	Res.	Office & Comm.	Wholes. & Ind.	Trans. & Commun.	Urban Area* Semi-Pub. Public	R. O. W.	Vacant	Total Zoning
MP	24.47	1.30	101.13	62.98	5.39		1,886.31	2,081.58
MS	64.10	66.49	252.78	17.21	22.78		518.47	941.53
R-1a	3.12	-	-	-	-		13.97	17.09
R-1c	.50	-	-	-	-		.42	.92
R-2	9.89	-	-	-	-		16.24	26.13
R-3	9.00	-	-	-	1.30		18.61	28.91
RE	-	-	-	-	-		9.17	9.17
RM	47.29	-	4.77	-	-		60.15	112.21
BA-1	-	.38	-	-	.82		2.73	3.93
BA-2	-	1.61	-	-	-		.80	2.41
BR	2.00	1.99	-	-	-		5.67	9.66
BH	9.64	.37	3.49	-	-		92.13	105.63
AGR.	20.50	-	-	-	3.54	185.47	167.59	191.63
Public	.91	-	29.70	31.64	14.86		9.92	272.50
Rails	-	-	-	65.60	-		-	65.60
Totals	191.42	72.14	391.87*	177.43	48.69	185.47	2,802.18	3,869.20

\*Note: The above table includes only those areas within a designated industrial district, as discussed later in this report, plus areas outside these districts which were zoned industrial (See Map: Existing Industrial Zoning.) Consequently 15 industrial firms utilizing 84.69 acres were not included, nor was 15 wholesale/warehouse uses utilizing an additional 4.10 acres of land.

Source: Department of Community Development Estimates

## Industrial Zoning in the Urban Area

As Table VIII reveals there are approximately 3,023 acres of land zoned for industrial use in the community. Over 2,081 acres of this is zoned MP (Manufacturing Industrial) while approximately 942 acres or 31% is zoned local service manufacturing, MS.

While these are the only two categories which are designed for industrial uses, it was noted earlier that certain uses discussed in this study are permitted in other districts. In addition the industrial zones themselves permit a wide variety of non-industrial uses including most commercial uses in the (MS) category. It is, in fact, somewhat of a misnomer to call the local service industry MS in industrial category because of the many non-industrial uses which are permitted. These are outlined in Table X.

Table XI reveals that more than 90% of the MP industrial land is still vacant. Of that portion which is developed only 51% is in industrial and warehouse/wholesale uses. Almost 63% of the MP district is still vacant. Of the land that is developed in the MS districts 59% plus is in industrial and wholesale/warehouse uses. The existence of approximately 265 acres of non-industrial type uses in the industrial zoned classifications indicates there is a great deal of incompatibility and encroachment probably existing in the industrial districts. There are many examples of this mixing of uses with perhaps industrial district D, which will be discussed in a later section, the worst.

All of the existing industrial land use including warehousing/wholesaling and service industry types of uses is shown on the existing land use map. It should be noted that the public and semi-public industrial, which is on this map, were not included as industry in the totals of Table VIII.

Table IX  
Industrial Development by Zoning Category

<u>Zoning Category</u>	<u>Acres of Industry</u>
(A) Agriculture	41.56*
(R-1c) Single Family - High Density	0.50
(R-2) Multiple Family - Low Density	0.63
(R-3) Multiple Family - High Density	0.44
(RM) Mobile Homes Parks	2.62
(RP) Residential Professional	0.50
(BR-1) Central Business District	0.46
(BR-2) Retail Business	4.96
(BA-1) Business Automotive - Restricted	5.23
(BA-2) Business Automotive	7.20
(BH) Business Highway	4.17
(MS) Local Service Industrial	210.73
(MP) Manufacturing Industrial	108.47
	<hr/>
Totals	387.47

\*Note: Most of this area is in mining.

Source: Department of Community Development Estimates



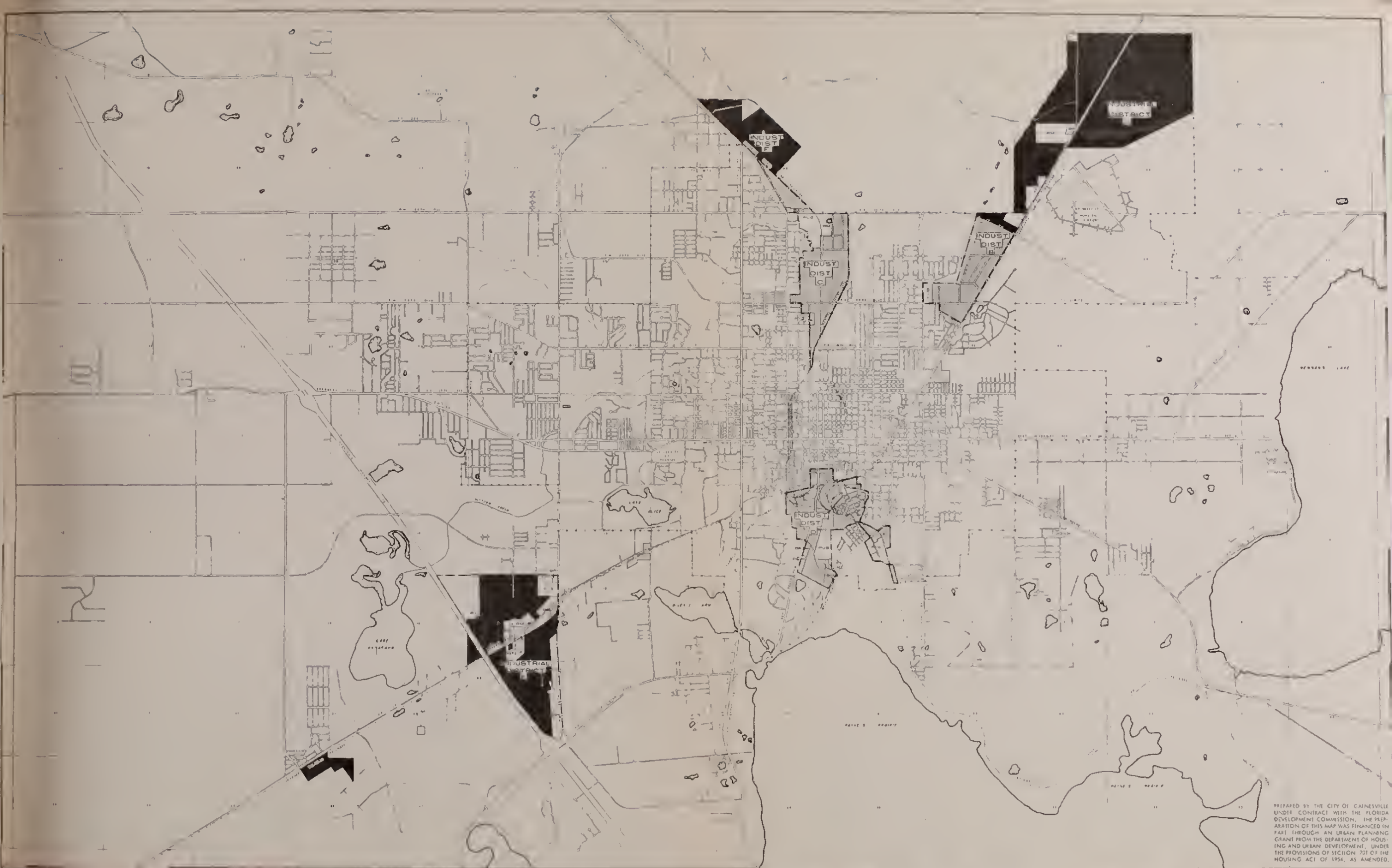
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# EXISTING INDUSTRIAL ZONING GAINESVILLE URBAN AREA

DEPARTMENT OF COMMUNITY DEVELOPMENT

GAINESVILLE, FLORIDA 1969





Table X  
Permitted Uses in Existing Industrial Zoning Classifications  
Gainesville Urban Area

Major Category of Land Use	Specific Uses	Uses Permitted Under . . .			
		City MS	County MS	City MP	County MP
Residential	Single Family Dwelling on existing lots of record.		x		
	Living Units Accessory to Permitted Uses.	x	x		
Commercial	Personal Services	x	x		
	Business & Professional Services	x	x	x	x
	Retail Sales and Services	x	x		x
	"Conventional" Restaurants		x		
	"Short Order" Restaurants		x		
	"Drive-In" Restaurants	x	x		
	Bars, taverns, cocktail lounges		x		
	Vendors of Alcoholic Beverages	x			
	Night Clubs	x			
	Laundries and Dry Cleaners	x	x		
	Bakeries (sales)	x	x		
	Retail Sales as Accessory to Permitted Use			x	x
Wholesale & Warehousing	Lumber and Building Supplies	x	x		
	Plumbing Sales and Fabrication	x	x		
	Electrical	x	x		
	Wholesale	x	x	x	x
	Warehousing	x	x	x	x
	Trucking	x	x	x	x
	Moving	x	x	x	x
	Storage & Freight Depots	x	x	x	x
Industrial	Heating & Air Conditioning contractors	x	x		
	Sheet metal works	x	x		
	Welding	x	x		
	Bakeries (Mfg)	x			
	Bottling Plants	x	x		
	Printing	x	x		
	Manufacturing & Processing	x	x	x	x
	Research			x	x
	Laboratories			x	x
	Junk Yards				x

Source: City of Gainesville and Alachua County Zoning Ordinances.

Table XI

Land Use in Industrial Districts

	<u>MP</u>		<u>MS</u>	
	<u>Acres</u>	<u>%</u>	<u>Acres</u>	<u>%</u>
Residential	24.41	12.53	64.10	15.141
Offices & Commercial	1.30	0.67	66.49	15.719
Wholesale/Warehousing and Industrial	101.13	51.79	252.78	59.719
Transportation/ Communications	62.98	32.25	17.21	4.061
Public/Semi-Public	<u>5.39</u>	<u>2.76</u>	<u>22.78</u>	<u>5.38</u>
Total Developed	195.27	100.00%	423.36	100.00%
Vacant Zoned	1,886.31	(90.62%)*	518.47	(62.81%)*
Total Zoned	2,081.58		941.83	

\* Per cent of total zoned.

Source: Department of Community Development Estimates

## Analysis of the Major Industrial Districts in the Gainesville Urban Area

The following sections include a district by district analysis of each of the major industrial areas of the Urban Area. These districts include both all of the land which is currently zoned for industrial as well as a logical "rounding-off" of said districts. The land use and zoning codes for each of these areas was included earlier in Table VIII. Again it should be noted with regards to the land use classifications that certain public uses are not classified as industrial, even though such uses may in fact have industrial characteristics. An example of this would be the City electrical plant, and the Department of Public Works compound.

### Industrial District "A"

Industrial district "A" is located on Waldo Road north of NE 39th Avenue. It adjoins the municipal airport and contains the City's industrial park within its boundaries. Most of the area, which totals about 1,414 acres, lies outside the city limits.

As is the case in most of the industrial districts in the Urban Area, it is predominantly vacant. In total about 1,308 acres or 92.5 per cent of the total area is vacant, as shown in the following table. Only 31.5 acres has been developed for industry out of 1,258 so zoned. A total of 1,218 acres of industrially zoned land lies vacant. In fact, of the four or five industrial uses in the district most have very ample room for expansion. The major industry in both size and employment is Sperry Tube, a Division of Sperry Rand. Other uses include a wooden truss maker, a chemical research firm, a moving company, and a natural gas facility.



Table XII - A

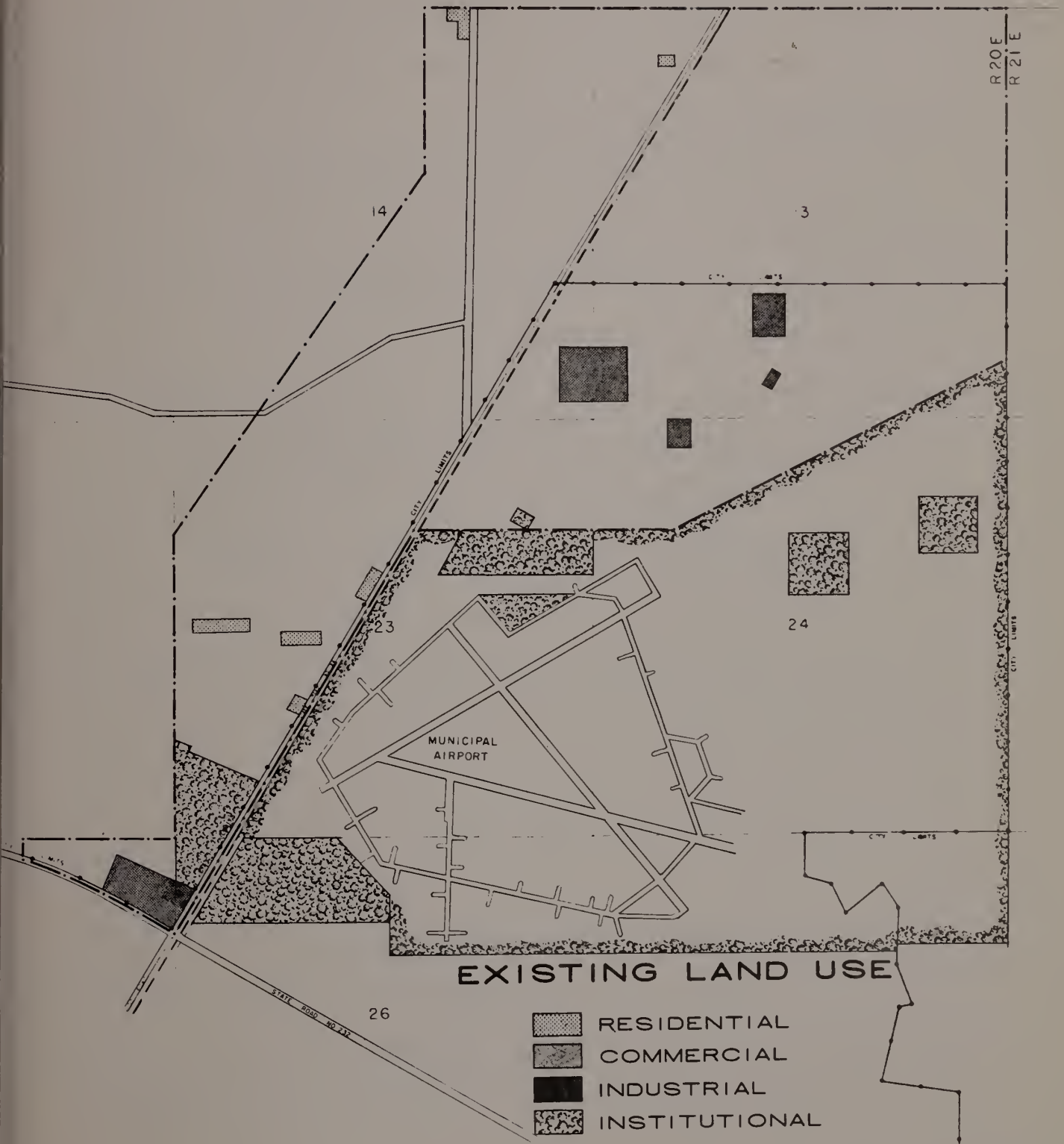
Existing Zoning and Land Use

Zoning	Res.	Wholes. & Ind.	Trans. & Communication	Industrial District "A"			Zoning Totals
				R. O. W.	Public Semi-Pub.	Vacant	
MP	3.5	31.51	-	-	5.39	*1,217.68	1,258.08
AGR	6.00	-	-	-	-	* 34.01	40.01
Rails	-	-	6.61	-	-	-	6.61
RM	-	-	-	-	-	50.23	50.23
BH	-	-	-	-	-	6.40	6.40
Public	-	-	-	52.44	-	-	52.44
Totals	9.50	31.51	6.61	52.44	5.39	1,308.32	1,413.77

\*Note: includes 302.38 in the Municipal Airport  
15.34 Municipal Airport

Source: Department of Community Development Estimates

# INDUSTRIAL DISTRICT (A)





## Physiographic Characteristics

The generalized Soil Suitability map from the Physiographic Study was examined to gauge the relative character of this and subsequently examined districts from a development standpoint. This map and a summary of the type of soils is included in Appendix B for reference.

This district contains approximately 10 per cent of its total area in soils determined to be the best for development (Group I). Less than 20 per cent of the area is type V with severe limitations on development, primarily due to wetness. Type V soils are characterized by poor drainage with water standing during rainy periods. They have high water table and very poor bearing potential. The largest area is classified as Group III soils. These soils too have some limitations on development, but these are not prohibitive. Primarily they involve wetness due to very poor percolation caused by a layer of "hardpan" beneath the surface. Therefore, while with proper drainage area of Group III soils can be developed, the cost of necessary drainage must be a consideration of such development. In any case development should be of a low intensity, which is a characteristic of most industry in the urban area at present.

The topography of this district is extremely flat.

## Zoning

Most of the district is zoned MP or manufacturing industrial. Only 96.6 acres is zoned for other uses. These include 50 acres for mobile homes, 40 acres of agriculture and 6.4 acres of business highway (See table XIII-A).

A total of about 1,258 acres is zoned MP. Of this amount, 1,218 acres, or more than 96 per cent is vacant. Less than 32 acres are actually used for industrial, wholesale/warehousing uses. The remaining land in the zone is mostly right-of-way, with about 3-1/2 acres in residential uses. A large portion of the district is owned by the City and improved for an industrial park. This park lies adjacent to and north of the municipal airport.

The MP zoning classification is more restrictive than the MS classification in the sense that the only commercial allowed is that which is incidental to permitted use. However, all types of industrial uses are permitted. Other uses permitted include:

Any Professional Service	Wholesale
Business Service	Warehousing
Industrial Use	Trucking
Research	Moving and Storage
Laboratories	Manufacturing

The somewhat more exclusive nature of this zoning is better than the other classification, but much higher development standards would be an asset to potential developers by insuring a more attractive and compatible development pattern.

#### Transportation

Circulation to the district is very good. Access to air transportation is immediate with the airport adjacent to the district. Access to the freeway is direct via 39th Avenue, although it is about 9-1/2 miles away. This is no great problem at present due to the low intensity of development along 39th, but this will change over time. Waldo Road (SR24) provides direct access to points north and south and a direct route to

US 301. The Seaboard Airline Railroad has spur track service to the district.

Transportation linkage with major residential areas of the city is good, especially with the moderate income areas in the northeast section.

#### Utilities

The district is served by water, sanitary sewer and electric utilities. The nearest gas main is located at northeast 39th Avenue at northeast 15th Street and could be extended into the area if the demand arose.

#### Conclusion

District "A" is the largest single area in the urban area reserved for industrial development. It has many assets for industrial growth including the availability of all necessary community facilities, at least in the city owned industrial park. It also has a choice location with respect to the airport. From a physiographic standpoint, however, it does suffer from some limitation due to the type of soils present throughout the district. These problems are not insurmountable but the intensity of development should remain at a lower level than is possible in some areas. One alarming trend in recent months has been the interest shown toward the rezoning of this area for other uses which may not be compatible with the present district. These requests, spurred on no doubt by the opening of north 53rd Avenue and the new drag strip north on Monticoca Road should be curtailed to the extent that they will adversely affect the homogeneity of the present district.

#### Industrial District "B"

Industrial district "B" is an area located on Waldo Road south of N. 39th Avenue and made up in part by planned industrial subdivisions and partially by

large vacant acreage parcels. Just about every conceivable type of use is included within the district boundaries, including a park, "church and mobile homes. Altogether, 108 acres out of 274 or 35.3 per cent, are developed, but this total includes 25 acres in rights-of-ways (See table XIII - B which follows) A total of 166 acres of land zoned MS is still vacant in the district.

About 33 acres are developed for industrial - wholesale/warehousing uses, which is 30.5 percent of the developed land. The industrial - wholesale/warehousing uses include building construction related activities, such as an electrical contractor and supply company, a roofing and insulation company, plumbing company, tile company, cabinet maker and etc..... Several warehouses have been built in the district. Other uses include a bottling plant, welding shop, and a form concrete products company. As the above list indicates there are few actual manufacturers in the district.

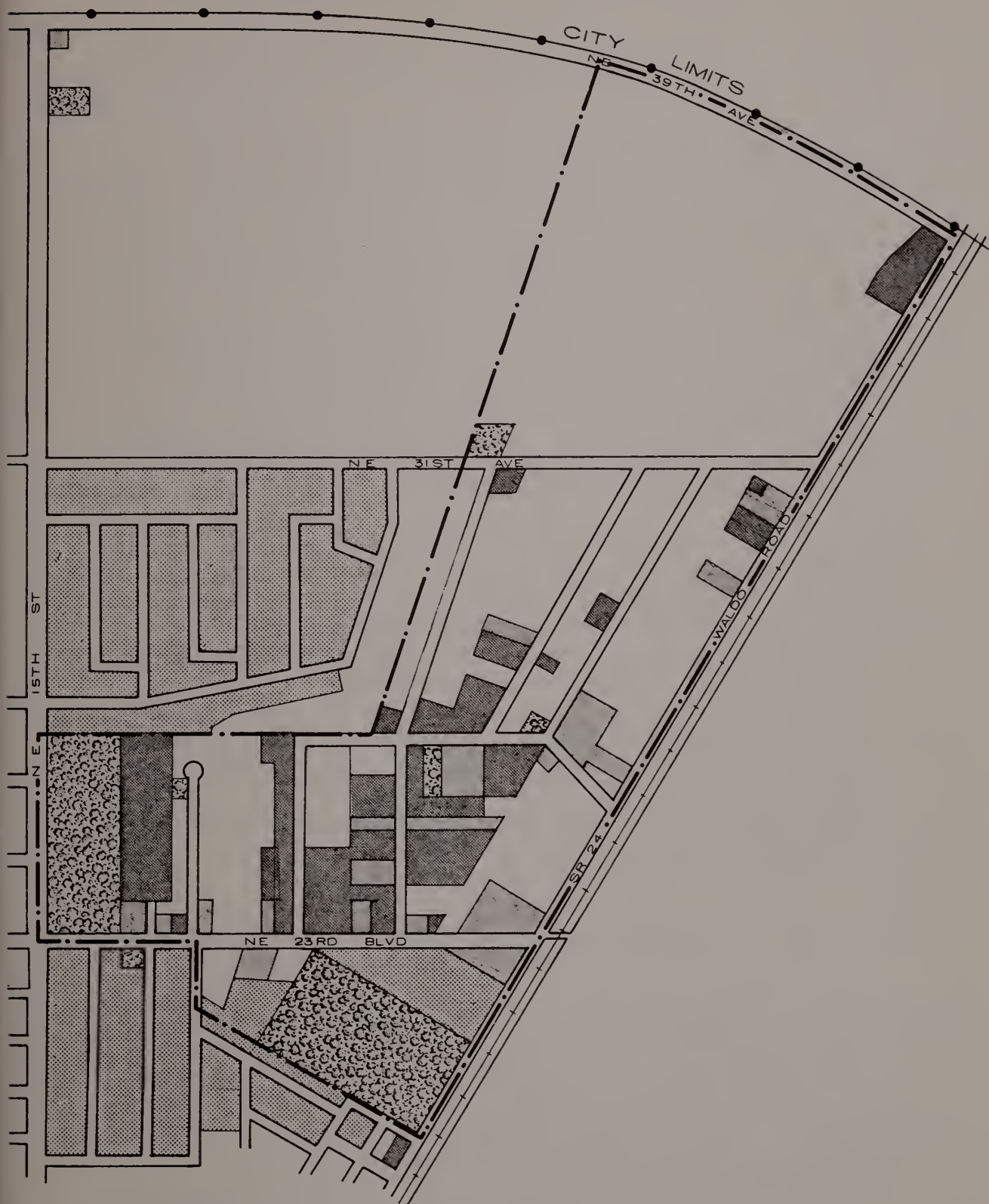
Table XIII - B

Existing Zoning and Land Use

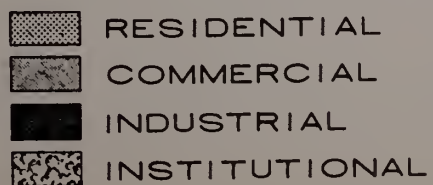
Zoning	Res.	Office &Comm.	Wholes. & Ind.	Industrial District "B"			R.O.W.	Vacant	Zoning Totals
				Transportation & Communication	Public Semi-Public	Public			
MS	11.08	14.50	32.82	1.14	16.37		-	165.97	241.88
Public	.91	-	-	-	5.50		19.29	-	125.70
Rails	-	-	-	5.90	-		-	-	5.90
Total	11.99	14.50	32.82	7.04	21.87		19.29	165.97	273.48



# INDUSTRIAL DISTRICT (B)



## EXISTING LAND USE





## Physiographic Characteristics

Most of the land in this district has soils classified in Group III by the soils suitability map (See Appendix 3). As was noted earlier this soil type is characterized by rather poor percolation and hence standing water can be a problem. However, should proper drainage facilities be installed, development is feasible. There is, however, a band of Group V soils along 39th Avenue. These soils have severe limiting characteristics, particularly wetness, which may include muck or peat that must be removed before building is possible. There is also a band of Group I soil around the intersection of 23rd Avenue and Waldo Road. The topography is basically very flat.

In summary, the physiographic characteristics of the district as a whole are such as to present some problems but not to prohibit development except in the area along 39th Avenue. In that area costly site improvement work would be necessary before development could proceed. It is estimated that something less than 20 percent of the vacant land has group V soils, about 10 percent Group I soil and the remaining vacant land has Group III soils.

## Zoning

All the zoned property in the district is MS. In addition there is a small area of public which was included inside the district boundaries because it includes a forest service lookout tower and is partially used for storage and maintenance of heavy equipment. Another 5.9 acres was categorized under rails.

The MS category does not provide adequate protection to industrial uses and permits the development of incompatible uses, including most types of commercial.

There is ample evidence to the effect that a measure of exclusiveness is desired by most industrial owners, with non-industrial uses limited to strictly service uses to the industry.

There is a total 166 acres still vacant out of 242 zoned MS in this district. It is estimated that all but about 20 percent of this area could be developed readily (the rest being in the poor Group V soils).

#### Transportation

Circulation to this district is good. Three major thoroughfares -- 23rd Boulevard, Waldo Road and 39th Avenue -- bound the district. All but the latter are presently being widened to four lanes. These thoroughfares provide connectors to US highways 301 and 441 and 39th Avenue connects with I-75, but it is about 9 miles to the nearest interchange. The municipal airport lies immediately north of the district, and spur tracks of the Seaboard Railroad run the length of the area, along Waldo Road. Communication with large residential areas, particular the moderate single family area in the northeast, is immediate and direct. Service with the large commercial concentration of the Central Business District and the major shopping centers is not as direct, however, as some of the other districts covered in this report.

#### Utilities

The district is presently served by City water, sewer and electricity. Gas mains are now located near the southern edges of the district and at 15th Street and 39th Avenue. These could be extended into the area upon demand.

#### Conclusion

This district contains a platted industrial subdivision with lots for future development of industry; it has the necessary utilities available and some lots are

located on paved streets. While there is a small area unsuited for development until considerable site work is undertaken, the rest of the area consists of basically good flat sites suitable for a moderate intensity development. Existing development has established the basic industrial character of the district, although some commercial has penetrated into the area, especially on the perimeter roads.

#### Industrial District "C"

Industrial district "C" contains an area of about 370 acres, 147 acres or 40 percent of which is vacant. There are about 130 vacant industrially zoned acres in the district, and roughly 119 acres developed for either industry or wholesale warehousing. In addition, there are some 104 acres developed for other uses, 44 of which are located in the industrially zoned portions of the districts. These land use and zoning totals are shown in Table XIII-C which follows.

The largest industry in terms of land area, is Koppers, which specializes in the treatment of wood or wood preserving. It is considered a heavy type industry, as is an asphalt plant located in the area. There is also a junk or salvage operator in the district, but by in large the uses are mostly wholesaling/warehousing operations. These include a couple of lumber and building supplies, a transfer and storage firm and even an animal hospital. The City has a large public works compound located in the district.

Total industrial wholesaling/warehousing employment in the district is estimated in excess of 300 persons.

## Physiographic Characteristics

An examination of the soil suitability map from the Physiographic Survey indicates that in excess of an estimated 55 percent of the vacant industrial land is in Group III, which presents some limitations on building, particularly slow percolation and hence wetness during the rainy season. As noted before, this can of course be overcome in with properly designed drainage facilities, but which would be an additional expense to either the developer or the City at large. An estimated 8 percent or so of the vacant land is in Group V soils, with severe limitations on development. The remaining vacant is in Group I, the best soils in the urban area for development. In summary, most of the land is suitable for building with some limited problems on a portion of the land.

The topography of the district is basically flat, presenting no unusual difficulties from a building standpoint.

## Zoning

More than 90 percent of the net area in the district (net area does not include public and railroad rights-of-way) is zoned MS, including all but seven acres of the net vacant land. The area along the north side of 39th Avenue is zoned for commercial which could become incompatible with the industrial uses; but of course, commercial is allowed in the MS category. There is also a mobile home park located in the middle of the district. As indicated above, there is an estimated 44 acres total of non-industrial uses in the district. The area north of 39th Avenue east of 6th Street, while zoned MS, is developed with several scattered single family residences of a marginal nature. This will hamper future use of this area for industrial purposes.

Table XIII - C

## Existing Land Use and Zoning

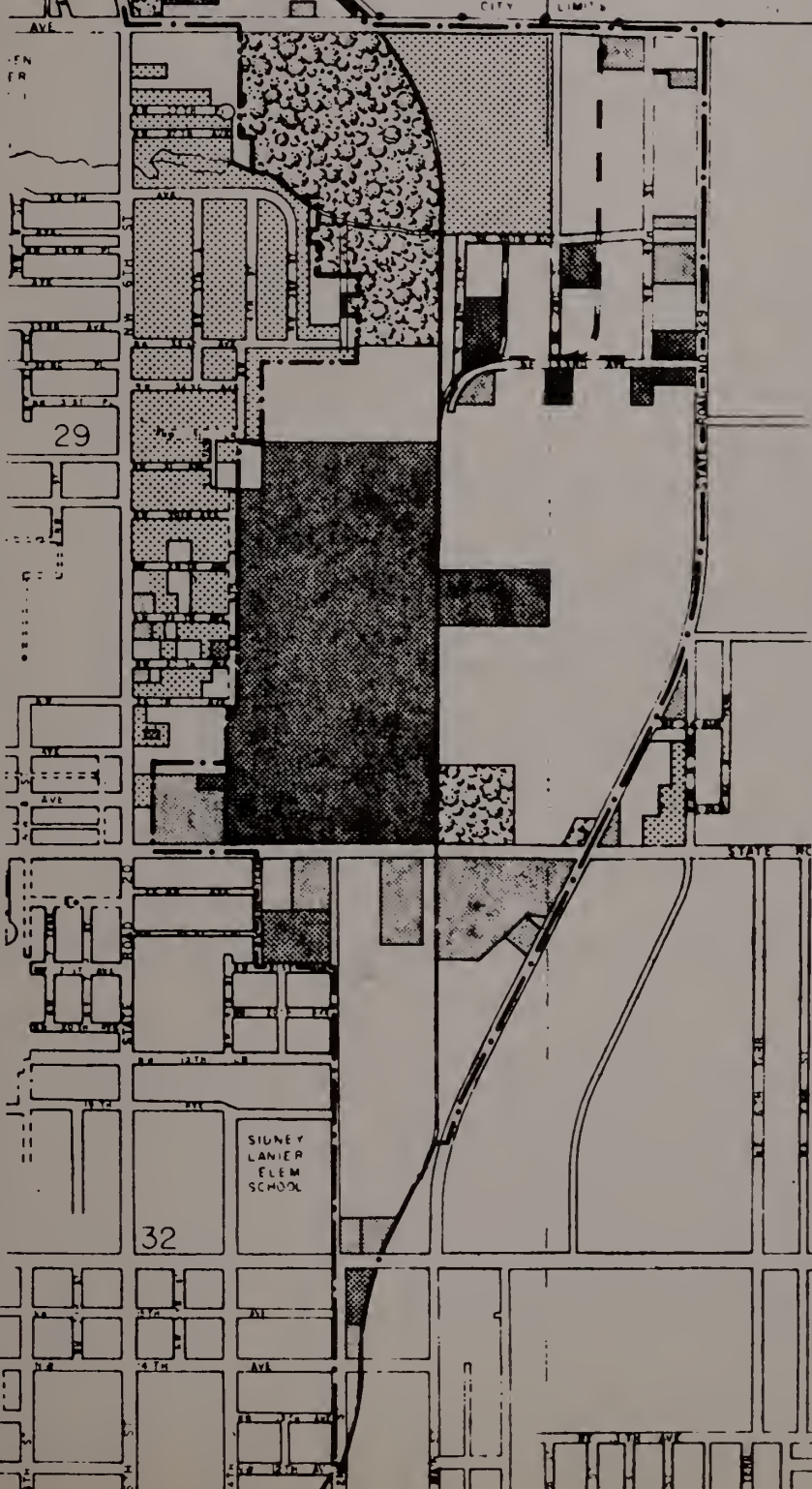
Zoning	Res.	Office &Comm.	Wholes. & Ind.	Industrial District "C"			Vacant	R.O.W.	Zoning Totals
				Trans. & Commun.	Semi-Public	Public			
MS	12.84	21.89	89.73	3.14	5.74		130.25		263.59
R-2							4.13		4.13
R-M	20.45								20.45
BA-1		.38			.82		2.73		3.93
* Public			29.70				9.92	16.92	56.54
* Rails				21.51					21.51
Totals	33.29	22.27	119.43	24.65	6.56		147.03	16.92	370.15

\* Special Designation

Source: Department of Community Development Estimates



# INDUSTRIAL DISTRICT (C)



## EXISTING LAND USE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL





## Transportation

The district is well located with respect to present rail service as the main line tracks bound the district and spur tracks serve portions of the property. The nearest point of the district to the terminal at the airport is about 3.5 miles with access via 39th Avenue. Freeway access is at present unhampered as most of 39th Avenue is sparsely developed from the district to the interchange of 39th and I-75. This distance is about 6.8 miles but will become less convenient as more intensive development occurs. Access to the central business district and to major residential areas is excellent.

## Utilities

Electricity, water and sewer services are presently available to the district. Gas mains have not been extended to the area as yet, but would undoubtedly be made available should the demand arise.

## Conclusion

While there is a few small pockets of marginal land in this district, there are many acres of good sites available for uses immediately. The area is well serviced with community facilities, has reasonably good access to major transportation links and is well located with respect to the homes of many potential employees. Because of the character of existing uses in the northern portion of the district, i.e., existing residential development, some changes in zoning in that area to reflect said uses would be in order.

## Industrial District "D"

Industrial district "D" is perhaps the oldest industrial area in the community. It is located just south of the older downtown area of Gainesville, roughly south of the Depot Avenue. The area is traversed by the two mainline railroad tracks which formerly served the city, plus innumerable spur tracks.

The district is a mixture of old and new buildings, odd shaped parcels and many varied uses. About 478 acres lie within the district boundaries, which were drawn to encompass most of the industrial zoning of the area and not according to other physical characteristics. Of the 478 acres, about 203 acres or 42 percent lies vacant. About 114 acres are developed in industrial and wholesale/warehousing uses, or 41 percent of the total developed land (the latter figure including rights-of-way). These are an estimated 39 acres of residential, 16 acres of commercial and offices, 9 acres of public (mostly in the jail site), and 44 acres of transportation, communication and public (mostly in the jail site), treatment site) within the developed area. Altogether only 24 percent of the total area is now developed for industrial-wholesale/warehousing uses (See the table which follows).

A survey conducted of the area showed there were 58 industrial wholesale/warehousing concerns in the district with an estimated employment approaching one thousand people. The uses are about half warehousing and half manufacturing or other industrial.

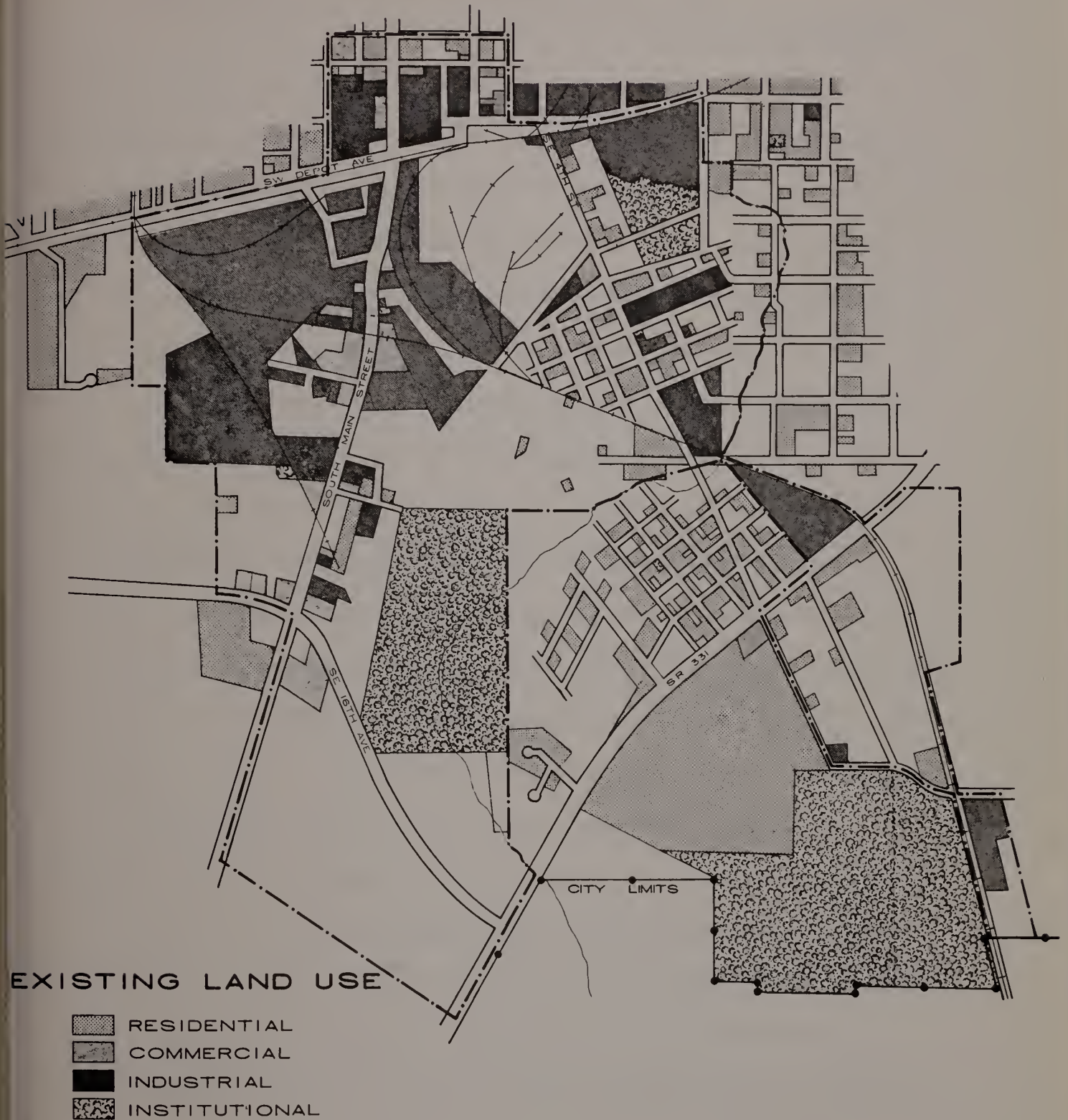
Table XIII  
Existing Land Use and Zoning  
Industrial District D

Zoning	Res.	Off. Comm.	Wholes. Ind.	Public Semi-Pub.	Trans. Comm.&Utilities	R. O. W.	Vacant	Zoning Totals
RE							9.17	9.17
R-1a	3.12						13.97	17.09
BA-2		1.61					.80	2.41
MS	35.77	14.08	113.56		.62		178.98	343.01
Public				9.36*	31.64	54.13		95.13
Rails					11.43			11.43
Totals	38.89	15.69	113.56	9.36	43.69	54.13	202.92	478.24

\* 8.39 Acres in Jail

Source: Department of Community Development Estimates

# INDUSTRIAL DISTRICT (D)





## Physiographic Characteristics

Three basic soil groups are found within this district: Group I, which is best for development, Group III which has some limitations and Group VI, which are the alluvial and/or man made soils found along the streambed running through the district. Only the latter soils are considered to present extremely serious limitations on development, but the Group III soil areas must be improved to handle the water problems generally present. The topography of the district varies from the steep slopes along Sweetwater Branch to the reasonably flat land throughout the rest of the district.

## Zoning

About 343 of 478 acres located inside the district boundaries is zoned MS. This is about 72 percent of the total area. There are parts of the district zoned BA-1, RE, R-1a and public. In addition, because of the large irregular shape of the district it adjoins many other zoning district classifications.

## Transportation

The district has probably the best rail access of any district in the urban area as it is latticed with spur tracks. It is also in perhaps the best position to service the wholesale/warehousing needs of the central business district and the University of Florida, but not those of other commercial concentrations. Highway circulation to the south via South Main is reasonably good, but northbound traffic must pass through the Central Business District and is not therefore as good as other districts.

## Utilities

The district is served by sewer, water, gas and electricity.

## Conclusion

District "D" is a good example of the role to which industry was relegated in the past. In stark contrast to the beautiful, spacious industrial parks of today, the old industrial districts were often characterized by marginal buildings, unpaved streets and parking areas, a mixture of uses and a generally unpleasing appearance. The old practice of "pyramid" or "cumulative" zoning, now considered obsolete by most zoning authorities, wherein everything was allowed in the lowest, generally industrial, district and graduating upward in homogeneity to the most exclusive "highest" district, was no doubt one of the root causes of the poor character of many industrial areas such as this one.

Whatever the reason, this district is a heterogeneous mixture of very old and some very new buildings, obsolete and sometimes disorganized platting, mixed uses and in general is a very uncoordinated district. Still the district has vitality as witnessed by the new structures recently constructed, and it has a good central location with regards the central part of town. It also contains some good sites suitable for development, particular for warehousing or wholesale operations.

### Industrial District "E"

Industrial district "E" is a triangular shaped area located between I-75 and SW 34th Street and centered approximately on Archer Road. The total area of the district is roughly 855 acres, of which an estimated 657 acres, or 76.8 percent is vacant. This vacant figure includes roughly 93.5 acres of the land owned by a small private airport located in the district. Some 58.7 acres was included as developed land for the actual air strip, plus 4.26 acres for the hangers and related facilities. (See table XIII-E).



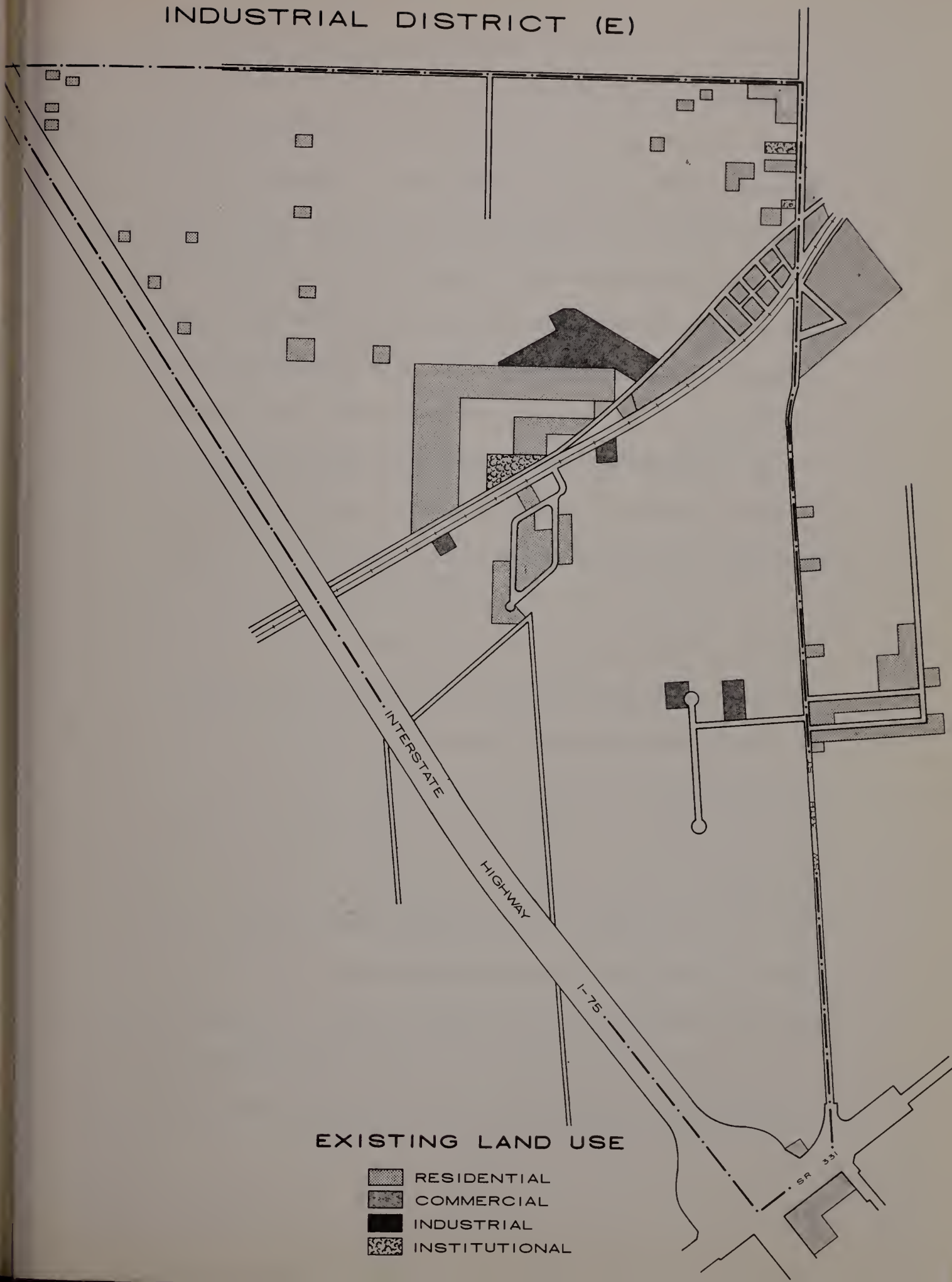
Table XIII  
Existing Land Use and Zoning  
Industrial District E

Zoning	Res.	Office & Comm.	Wholes. & Ind.	Trans. & Commun.	Public Semi-Pub.	R. O. W.	Vacant	Zoning Totals
				62.98*				474.49
MP	2.45		6.75				9.92	41.53
RM	26.84		4.77				.42	.92
R-1c	.50						12.11	22.00
R-2	9.89						18.61	28.91
R-3	9.00				1.30		5.67	9.66
BR	2.00	1.99					85.73	99.23
BH	1.64	.37	3.49				122.21	140.25
Agr.	14.50				3.54		31.67	31.67
Public								
Rails				6.82				6.82
Totals	74.82	2.36	15.01	69.80	4.84	31.67	656.98	855.48

\*Stengal Field Runway Acreage (58.72)

Source: Department of Community Development Estimates

# INDUSTRIAL DISTRICT (E)



## Physiographic Characteristics

Five of the six soil group categories listed in the soil suitability map are found in this district. By a very rough estimate it was found that about 80 percent is classified in Group I, which has the best characteristics for development in the urban area -- from a soils standpoint. A small band of Group II soils is found in the Northwest corner of the district -- about 10 percent of the total area. These soils are generally suitable for development with the only problems arising from a very shallow profile, i.e., sometimes a layer of very hard chert is found 35 - 50 inches beneath the surface. Another 2 - 3 percent has Group III soils which is characterized by poor percolation. The small pocket of Group III soils is located in the northwest corner of the district. There is an estimated 8 percent or so of the district that has soils classified as Group IV, which are basically unsuited for development. The soils in this category are located in a low swampy pocket located along the freeway about midway between Archer Road and the Williston cutoff. Finally, a small pocket of very poor soils (Group V) is found in both the extreme northwest corner of the district and near the intersection of Archer and NW 34th Street. Together these probably make up no more than one percent of the total area. Thus in total something less than 10 percent of the area is unsuited for development. The topography of the area is very flat north of Archer Road and quite rolling south of Archer Road. **Surface** drainage is quite good in the latter area, but for the most part is to several small sink holes located on the site and to the east of SW 34th Street. Areas to the north drain into the

Hogtown basin and thence into Alachua sink. The area is however quite low and flat and could result in some drainage difficulties under extreme conditions.

### Zoning

There is roughly 402 acres of vacant land zoned for industry in the district. This is 61 percent of the total vacant land in the district. In addition there is about 91 acres zoned for commercial that is vacant, 122 for agriculture, 10 for mobile homes and another 31 acres in various residential categories.

Only about 15 acres of the district are actually developed for industry and/or wholesale/warehousing uses, and another 152 acres are developed in other uses, mainly residential. An industrial subdivision was platted on a portion of the area South of Archer Road but to date only three uses, two of which share the same building and are related companies, have been constructed therein.

### Transportation

Because of the increasing shift in emphasis to truck transportation vs rail and other methods, especially by the desirable light industry, this district has potentially one of the best locations in the urban area. If an interchange were constructed at the I-75/Archer Road intersection this would become doubly true because of the improved freeway access. The other major roads presently serving the district are Archer and SW 34th Street. Presently both are only two lane streets but are designated major thoroughfares with potential for improvements. These streets give the district reasonably good but not outstanding access to other parts of the community, such as downtown and major residential areas. The district does have close and immediate access to the University and Medical

Center, improving greatly its desirability for University and medically oriented or related uses. The district is at present served by a spur railroad track which runs alongside Archer Road to I-75. The future status of this line is somewhat in doubt as only a few existing uses are currently served by the line. The district contains a small unpaved airport, but lies about 8 miles from the City Airport.

#### Utilities

Electricity, water and sewer are available to the district although they do not all penetrate all parts of the area at the present. For example, sewer service is available at the northwest corner of Archer Road and along 34th Street but does not extend down Archer Road. The area is one of the few industrial sites outside the City where all utilities are available to at least parts of the district.

#### Conclusion

This district possesses some of the most favorable attributes of any industrial location in the urban area. The freeway (I-75) is perhaps most important. In addition, however, it has good proximity to the University and Medical Center, which could provide some of the stimulus for attracting new industry.

The adjacent freeway is important from another standpoint. Many industries today have discovered an added benefit to a location adjoining and facing a freeway, that is, an attractive plant with sensible signs in good taste are good advertising. This is an attribute which should not be overlooked.



The immediacy of the district to the University is not an unmixed blessing. It has resulted in severe competition from developers of residences who also desire locations near the University, particularly mobile home developers. There have already been requests for rezonings away from industrial, and pressure will no doubt continue. With the residences also comes service commercial. These uses may well conflict with the development of a modern industrial district as the earlier discussion had indicated.

In summary, it is recommended that this district be reserved for industrial use and that it be expanded to include all undeveloped land within the boundaries set forth on the map.

#### Industrial District "F"

Industrial district "F" is located north of the city limits of Gainesville, north-northeast of US 441. The district is about 78 percent vacant. The developed land includes 42 acres of industrial and wholesale/warehousing, most of which is of a very low intensity character. The largest industry is the Gainesville Livestock Association. Other uses include two fuel storage operations and an auto salvage operation. There is about 17 acres of residential use in the district.



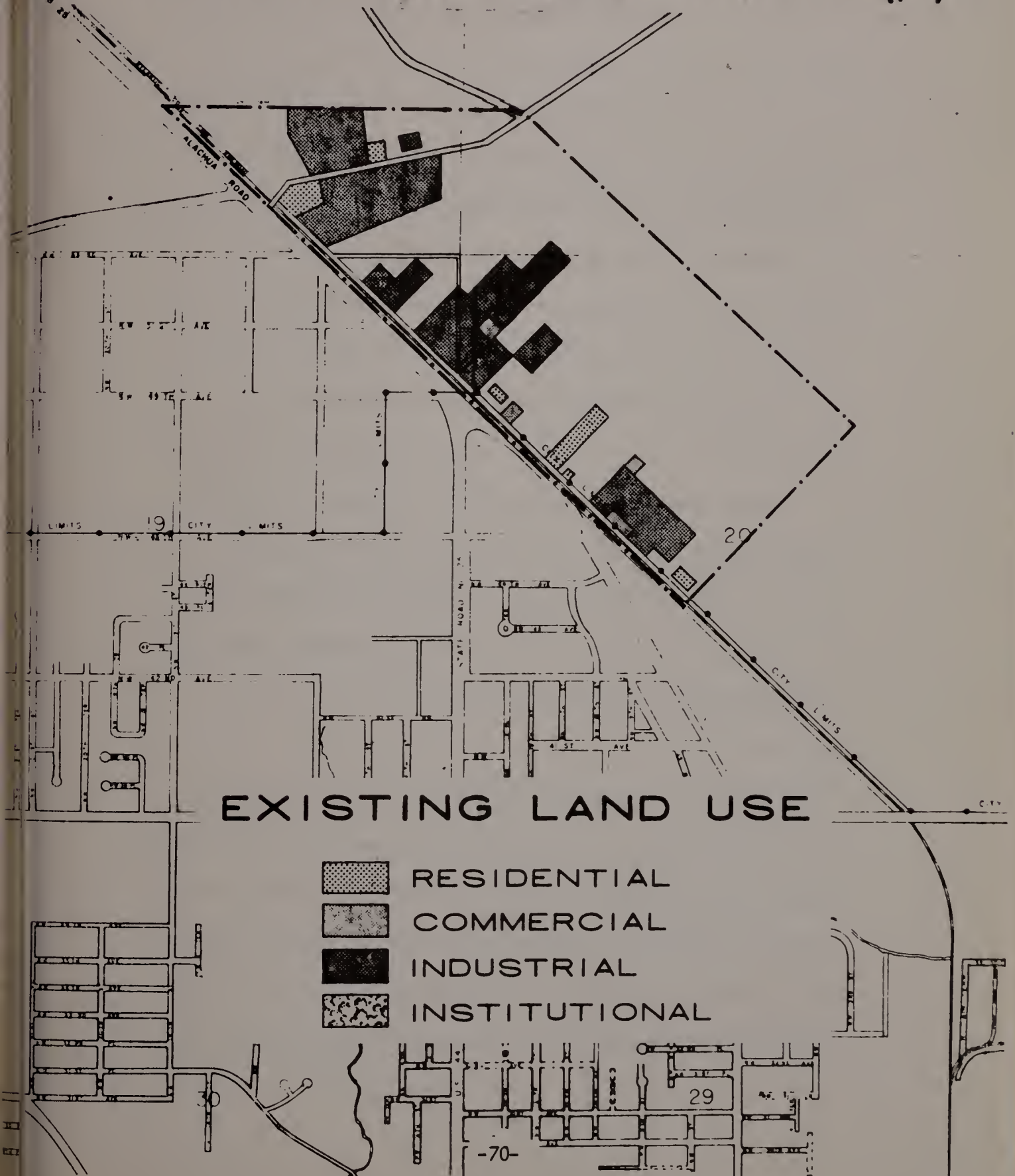
Table XIII  
Existing Zoning & Land Use

Zoning	Res.	Office & Comm.	Wholes. & Ind.	Industrial District F			Zoning Totals
				Trans. & Commun.	R.O.W.	Vacant	
MP	17.06	1.30	42.02			202.90	263.28
*Rails				10.52			10.52
Agr.						11.37	11.37
Public					2.68		2.68
Totals	17.07	1.30	42.02	10.52	2.68	214.27	287.85

\*Special Designation

Source: Department of Community Development Estimates

# INDUSTRIAL DISTRICT (F)



## Physiographic Characteristics

Like most of the soils in the northern part of the urban area, this district contains mostly a combination of Groups III and V. These soils have some poor drainage characteristics, particularly in Group V. The Group III soils have poor percolation which results in much standing water during periods of rainy weather. The Group V soils have much more severe limitations of the same nature. There is a small pocket of Group I soils, which are the best soils in the urban area, in the southern part of the district. The topography of this district is almost flat. This presents no problems except in draining the area.

## Zoning

All but about 12 acres of this district is zoned MP. In fact about 92 percent of the area is zoned for industrial. As discussed in earlier districts (See District "A"), this is the best industrial classification from the standpoint of development of homogeneous industrial areas. About 203 acres out of the 264 zoned MP are vacant.

## Transportation

The district is well located with respect to several transportation or circulation facilities. The airport is directly connected by N 53rd Avenue and is less than 3 miles away. Interstate 75 (at 39th Avenue) is about 7 miles west and US 441, a 4 lane highway, borders the length of the district. Thus circulation to the freeway, to the major commercial areas- the Mall and the Central Business District, and large residential areas (at least

single family) is all quite good. The railroad also borders the district along its length.

#### Utilities

The district is traversed by a major water distribution main along N 53rd Avenue. No sewers presently serve the area but plans have been drawn for eventual extension from the south, when the demand arises. Electricity is available in the district.

#### Conclusions

While this district has some poor soils, much of it is vacant and suited for industrial development of a reasonable intensity, provided proper drainage is feasible. The area has good transportation links with the outside of the urban area, and although it is located on the northern edge, reasonable good connectors within the urban area.

#### Scattered Industrial Sites

In addition to the six industrial districts discussed previously, there is another 190.23 acres, more or less, zoned for industry in scattered locations throughout the urban area. In total about 108 of the 190 acres or 56.6 percent is vacant. Twenty six acres are used for industrial - wholesale/warehousing operations, and a greater amount (about 29 acres) is used for residential, commercial, and offices, with public, railroads and right-of-ways making up the rest. Several of these sites should be considered spot zones. (For assistance in locating these sites please refer to the Existing Industrial Zoning Map).

Site 1. This industrial zone is located along the railroad right-of-way and W 6th Street, north and south of the University Avenue. In total some 15.98 acres are zoned industrial, but only 1.25 acres is actually used for industry - wholesale/warehousing with 6.44 acres in commercial and offices, and 6.46 in bus terminals, railroad use and etc. Less than an acre is still considered vacant and unused.

Site 2. The second site considered is located on the east side of Waldo Road and the adjacent railroad tracks, north of 8th Avenue. The district contains 19.66 acres of MS zoned property, only one acre of which is actually developed for that use. In total 16.3 acres or 83 percent of the area is vacant. The soils of the whole area were classified under Group III, which sometimes indicates drainage problems can be present but development is usually not completely prohibited. The area is bordered by a major thoroughfare and a railroad spur, giving it adequate overall circulation.

Site 3. This site is occupied by the Florida Fryers Company. The size of the site is just under 11 acres. The Soil Suitability map reveals that the soil is classified in Group I, which has excellent development potential. It is zoned MS and while located on a major thoroughfare, it is on the opposite side of the urban area from the freeway. A large area immediately north of the site is used for a sand quarry.

Site 4. Site 4 is located on Archer Road south of the University. It contains some 26.8 acres of land, about one third of which is still vacant. About seven acres were classified industrial - wholesale/warehousing in the land use survey,



although other developed properties are similar in character to industry. These include gas and electric utilities and a tractor sales firm. While there is a small wet depression just behind the property on the south side of Archer Road, most of the area contains good Group I soils. Archer Road provides access to a major thoroughfare and the railroad serves the property.

Site 5. This is a triangular shaped parcel of land which was isolated by the freeway (I-75) from a much larger tract discussed earlier as district "E". It contains about 18 acres in area and is vacant except for a residence on the property. Because it did not appear to be a logical addition to district "E" and was likely not be recommended on the Industrial Land Use Plan, it was not included with the larger district. In character, however, the site is made up of all Group I soils, is on a major thoroughfare, and adjoins a major freeway, although it has no direct access to it. The property is zoned MP.

Site 6. Site 6 is a single rectangular parcel located south of Archer Road, south of Lake Kanapaha. It contains about 3.67 acres in area and is believed to be vacant. The soil is classified in Group II. Electricity is the only public utility available to the site, and the site is located about one half mile from a major road in a basically rural area. The property is zoned MS.

Site 7. This site is located on Archer Road immediately south of Arredondo Estates. It contains about 67 acres but only about 20 are actually used. The basic use is a manufacturer of large water tanks. The soil is all classified in Group II, which is suitable for building. The site has access to Archer Road, but the railroad tracks which formerly adjoined the site have been removed.



The parcel is located in a basically rural, sparcely developed area except for the growing mobile home development across Archer Road. The site is zoned MP.

Site 8. This site is located primarily along NW 19th Avenue behind the Gainesville Shopping Center. It is made up of several parcels totaling some 14 acres in all. The predominate land use according to the land use classification manual is commercial, but most of the commercial uses are somewhat industrial in their character, such as a lumber dealer and a feed store. Less than three acres are actually classified as industrial - wholesale/warehousing in the land use survey. Approximately 2.39 acres are still vacant. The soils in the area are good, the location advantageous for wholesale/warehousing operations which serve nearby commercial, and all utilities are available. The land is zoned MS.

Site 9. Site 9 is actually three small parcels zoned MP west of Hawthorne Road near the junction of SR 26. The parcels contain less than two acres in total. According to the land use survey about one acre is used for industrial, about one half acre for a residence and the remaining vacant. The parcels must be considered spot zoned by their size and location. The soils of the area are Group III. None of the three parcels are adjacent to a major road.

Table XIII  
Scattered Industrial Land Use & Zoning

MS (NW 6th St.- Univ. Ave.)	1.19	6.44	1.25	6.46	.64	15.98
MS (Waldo Rd.- 8th Avenue)	1.89	.37	1.09		16.31	19.66
MS (Hawthorne Road)			4.65		9.09	13.74
MS (Archer Rd. South of Uoff)		2.89	6.89	5.85	11.17	26.80
MP(NW Corner of I-75-Archer Rd.)	1.00				17.36	18.36
MS (S. of Lake Kanapaha below Archer Rd.)					3.67	3.67
MP (S. of Arredondo Mobile Homes)			19.87		45.53	65.40
MS (W. of G'ville Shopping Center)	1.33	6.32	2.79	1.32	2.39	13.50
MP (Hawthorne Rd. at Newman's)	.46		.98		.53	1.97
Public					8.34	8.34
Rails				2.81		2.81
Agr.			55.09			55.09
Totals	5.87	16.02	92.61	.67	16.44	106.69
					8.34	245.32

Source: Department of Community Development Estimates

## PROPOSED INDUSTRIAL LAND USE PLAN

### Introduction

The preceding section regarding the existing industrial picture in the Gainesville Urban Area revealed that there were some 2,800 acres of vacant property now zoned for industry. It was estimated that in 1967 that the average number of employees per acres was about 12. If the remaining vacant acreage now zoned were developed at this density it would support 33,600 workers. Projections of the number of resident employees in various industry categories were contained in the Economic Base Study. The total for 1980 in Manufacturing, Wholesale Trade and Construction, many of whose workers would ordinarily be found in industrial districts, was 10,091. (Note: this total was for resident employment, which is a measurement of the employment of the residents of a given area, as opposed to other labor force counts which may include commuters and/or workers who hold more than one job, and consequently are counted more than once). At the rate of only 12 employees per acre, the prevailing overall ratio found in the survey in this study, a total of 840 acres would be required. This would not be in addition to the acreage in use now however, as these same three categories already had 7,265 employees in 1967. Thus the net projected gain is 2,826 employees, which would need 218.8 acres based on this rate. A much higher ratio is expected as urbanization continues.

Three major goals for industrial development were presented in the earlier report on goals: These are:

1. Enough industry to meet industrial employment needs. As the above

discussion clearly points out, there is unquestionably enough land now zoned to meet any foreseeable need for industrial development in the future.

2. Adequate Supply of Suitable Industrial Land. Again, it has been established that an adequate supply is now available; its suitability was also discussed in the previous sections. While clearly not all land now zoned is suitable for use, only a fairly small fraction of the total land is completely unusable. Unquestionably an adequate supply is available.

3. Minimization of Industrial Blight and the Blighting Effects of Industries on Their Neighbors. Emphasis in this plan has been placed on this goal. This is accomplished by recommending cutbacks where appropriate and/or "rounding off" of industrial land where such action would tend to encourage a better land use relationship between differing uses; and by hereby strongly recommending the pursuit and implementation of those desirable standards discussed earlier in this report under the section on Industrial Promotion and/or the Selection of New Industry.

#### Summary of Plan Recommendations

It is recognized that there are at least three basic types of industrial uses. These are warehousing/wholesale type of operations, manufacturing or processing industry, and non-manufacturing industry such as heavy construction types of land uses. In addition there are certain retail or commercial uses which by their nature might be better located in an industrial district than in a commercial zone. Such uses might include heavy automotive repair, lumber and building supply stores and etc.

The present zoning ordinance now gives some tacit recognition to the existence of different levels of industrial use by the establishment of two industrial zones, one called local service industrial and one called manufacturing. This is somewhat parallel to the practice in many communities of classifying industry as "light" and "heavy". In practice here both types of uses have been indiscriminately located in either zone. Because of this fact, most of the districts outlined on the plan are simply labeled industrial. However, in a few instances on the plan a purely wholesale/warehousing district is recommended. It is felt that such locations would be inappropriate for most manufacturing operations.

In total 2,897 acres of land are included in the plan, 2,828 acres in the industry classification and 69 acres in the wholesale/warehousing district. About 2,261 acres of this land is vacant and available for use, with 25 of these in the wholesale/warehousing districts.

With respect of specific districts the following is recommended.

#### District A

A cutback from the original district is recommended in the plan for the area located west of Waldo Road, South of N 53rd Avenue. Recent rezonings for mobile homes at the northern edge of this (the eliminated) section and to the West, plus the golf course and expected residential development around same, have reduced the potential of this section for industrial use. The district remains the largest single concentration for industrial use in the urban area.



### District B

No changes in the present configuration of the district were recommended. The district contains 237 acres, 164 of which are vacant.

### District C

The property on the east side of the railroad tracks was cut back north and south of W. 16th Avenue. This is due to the certain incompatibility sure to result from the intermix of industrial traffic with that of the adjacent residential and elementary school. Already a good deal of non-local traffic utilizes NW 2nd Street getting back and forth to the telephone company and the Tassanari Building. Further industrial development of this property on this side street could only intensify this problem. Low density apartment use is recommended as an alternative use. The new district contains about 232 acres, 102 of which are vacant.

### District D

The most important change in the configuration of District D is a recommendation that the industry along the south side of SW 16th Avenue be removed. While it is recognized that a problem exists in this area with regards the sewer plant and its odors it is felt that these are no more serious than the potential conflict between the high quality single family residential to the south and industry adjacent to same. As a compromise it is recommended that a narrow but adequate buffer of very low density apartments be included between the industry on the north side of 16th and the single family further south.



Other recommended changes include the rounding off of the industrial district along the proposed southward extension of 6th Street, and the inclusion of the municipal power plant into the district. The latter by its nature is an industrial type of use regardless of its public ownership. The revised district will contain 124 acres of vacant land, with 296 acres in total in this district.

#### District E

This district represents both the urban areas best potential for industrial development in the future as well as the greatest potential for conversion to some other use. As was pointed out in the earlier discussion of the district, the area has several distinct advantages, the most important being its location with respect to the freeway. This today is more important to most light industry than access to other modes of transportation.

On the other hand because of its nearness to the University the district is subject to heavy pressure for development in other uses, particularly mobile homes. In addition, much of the frontage is zoned for commercial uses, not to mention the fact that the industrial zone itself allows such uses. Thus there is a distinct danger that perhaps the best future industrial district will be lost to the uncontrolled spread of other uses.

It is urged that the district boundaries be amended to zone all of the area industrial, and that the MP classification be amended to exclude all but the essential non-industrial uses in the category. An exception to this general policy would be allowance of offices in the district, which would be in keeping with the "research park" type of industrial, which should be encouraged in this location

due to its proximity to the University. This would also allow for the ultimate conversion of the strip of small multiple family structure now located between Archer Road and the Railroad tracks to some type of office use which would have a better chance for long term existence in that location.

The characteristics of the district were noted in the earlier discussion. Generally speaking there is adequate room for substantial development on good sites in this district. A total of about 562 acres of vacant land is included in this district, which contains 673 acres in total.

#### District F

This district is located on the north east side of US 441 near the terminus of NW 13th Street. Probably the district evolved around or from the livestock auction facility which is located therein. The continued existence of this, plus the other industrial uses in the area, dictate the continuance of the industrial district, but it is recommended that no enlargement of the district be permitted other than a small "rounding off". In addition to some marginal physiographic characteristics in the area, it is believed that no expansion (in this or any other industrial areas) will be necessary to provide a more than adequate supply of industrial land. Enlargement is likely only to encourage the proliferation of marginal and non-industrial types of uses along the highway, especially if the zoning district regulations are not amended to make them truly "industrial" zones. The district contains about 214 acres of vacant land and 275 acres in total.

### Scattered Industrial Sites

Several scattered sites have been spot zoned over the years to accommodate particular uses. For the most part these have been located out in the semi-rural fringe where their presence was not injurious to surrounding development. As the area continues to develop, however, increased friction can be expected between such uses and spreading residences. It is therefore recommended that such sites not be allowed to become the cornerstone on which a larger district is built. Most of these sites are not included in the proposed land use plan.

### General Plan Recommendations

As could be deciphered from the above discussion no large expansion in terms of land area has been recommended in this proposed plan. Most of the available sites are reasonably located and the supply is more than sufficient to meet the foreseeable needs. However, one very important need for change clearly stand out: Industrial districts must be made more attractive if new industry to expand the economic base of the community is to be attracted to locate here. Industry is a legitimate land use in itself, deserving of the same exclusive zoning which promotes harmony and compatibility as any other type of land use. It is strongly urged therefore that zoning changes be made to recognize this vital fact about modern industry.

A second important consideration is that not all locations outlined on the plan are considered suitable for manufacturing uses. Therefore, certain districts are shown as purely wholesale/warehousing operations. A certain amount of such uses are necessary in locations with close and good communication with the

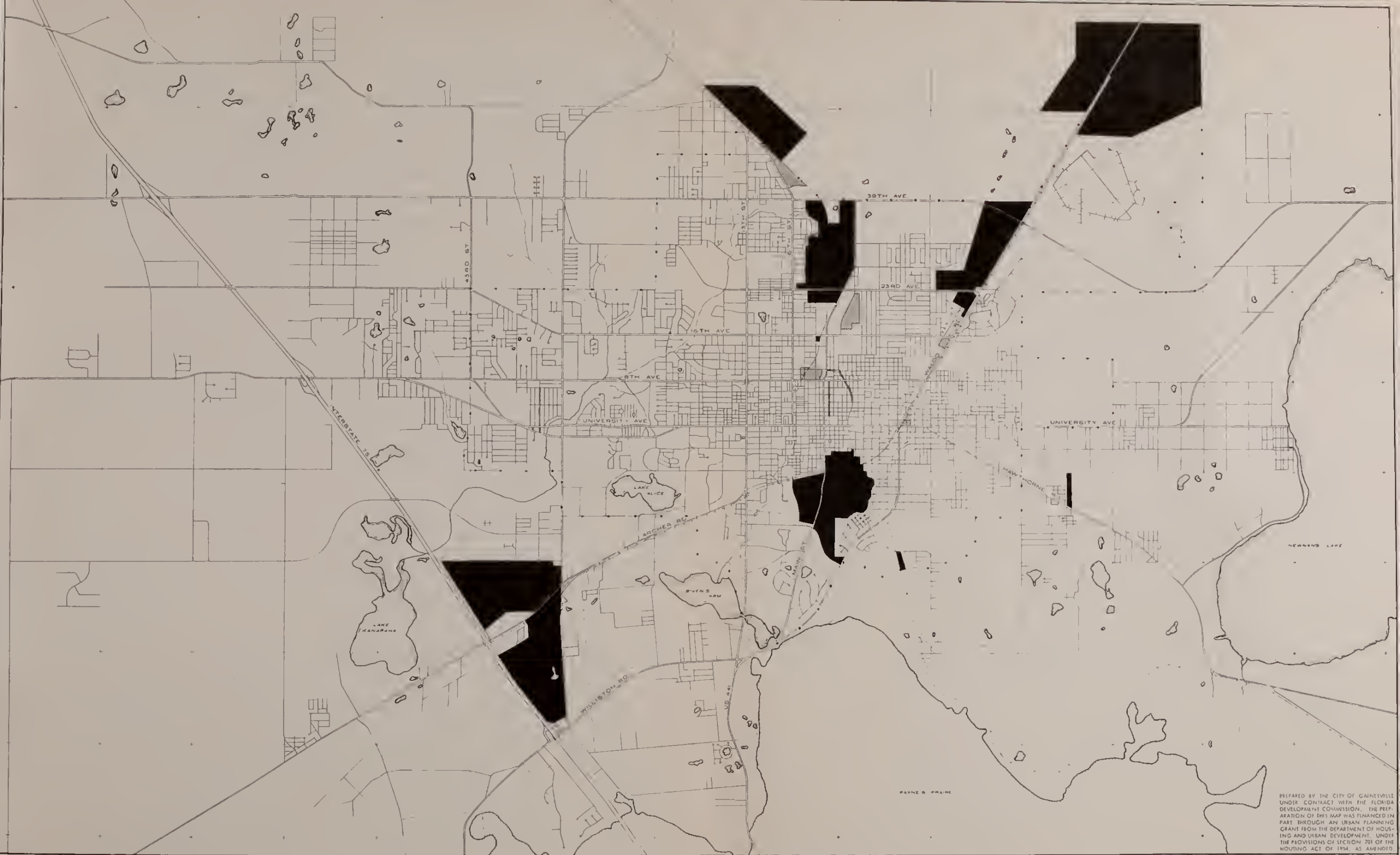
major commercial districts that these uses serve. However, wholesale/warehousing uses have not traditionally presented the best appearance. It is urged that particular care be taken in the implementation of these districts through zoning, that standards which will protect surrounding areas are included in the regulations.

Finally, it should be recognized that not all industrial uses would be appropriate in all districts. Generally speaking, it may be concluded that only the so called "light industrial" uses are desired by Community. This would seem to be the consensus reached from the earlier goals discussions. Nevertheless there are several existing heavy industries in the urban area, such as Koppers, the meat processing plants, and heavy construction firms, and there is likely to be additional demands for such uses in the future.

Because these uses could have a negative influence on certain light, research type industries, it is recommended that two categories of industry be established, in addition to wholesale/warehousing. It is further recommended that industrial districts A, B, and E be restricted to the "lighter" category, with districts C and D divided into zones providing or separation between the light and heavy types, and of course recognizing those heavy uses which now exist. This should be accomplished by the drafting of new zoning district boundaries.







PREPARED BY THE CITY OF GAINESVILLE  
 UNDER CONTRACT WITH THE FLORIDA  
 DEVELOPMENT COMMISSION. THE PREP-  
 ARATION OF THIS MAP WAS FINANCED IN  
 PART THROUGH AN URBAN PLANNING  
 GRANT FROM THE DEPARTMENT OF HOUS-  
 ING AND URBAN DEVELOPMENT, UNDER  
 THE PROVISIONS OF SECTION 701 OF THE  
 HOUSING ACT OF 1954, AS AMENDED.

PROPOSED  
**INDUSTRIAL LAND USE PLAN**  
 GAINESVILLE URBAN AREA  
 DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969



■ INDUSTRIAL  
 ▨ WAREHOUSE



## APPENDIX A

### Sources

1. City of Gainesville, Department of Community Development, Planning Division Reports:
  - a. Physiographic Survey, April, 1967
  - b. Planning Unit Study
  - c. Population Study
  - d. Community Facilities and Recreation Study, May, 1968
  - e. Economic Base Study
  - f. Land Use Analysis
  - g. Commercial Study
2. Mace, Ruth L., Industry and City Government, Institute of Government, University of North Carolina, 1963.
3. Pasma, Theodore K., Organized Industrial Districts, A Tool for Community Development, Washington: Area Development Division, U. S. Department of Commerce, 1954, p.1.
4. McKeever, Ross J., editor, The Community Builders Handbook, Urban Land Institute, 1968.
5. Boley, Robert E., Industrial Districts Principles in Practice, Technical Bulletin No. 44, Urban Land Institute, December 1962.
6. Gold, Robert, Problem of Providing Land for Industry in the South Bend-Mishawaka Area, August, 1959.
7. Alachua County Tax Assessor, special computer print out, April, 1968.
8. Florida Industrial Commission, Wages and Employment - First Quarter, 1967, and supplement by a telephone survey.
9. Telephone survey to industries.

## APENDIX B

### Physoigraphic Suitability

Examination of the Generalized Soil Suitability map, which is not intended as a substitute for an on-site inspection, shows six groups of soil with varying suitability for urban development.

<u>Group</u>	<u>Characteristics</u>
I	Good natural drainage and low shrink-swell potentials. Bearing value is good with at least sixty inches between the surface of these soils and the Ocala limestone.  Best suited for urban development - residential commercial, industrial of all kinds.
II	Possess all favorable characteristics as soils in Group I except that they have very shallow profiles ranging from 35 to 50 inches in depth. Extremely hard layer of chert sometimes caps the underlying Ocala limestone making utility placement costly. Suitable for commercial and industrial development where deep foundations are not required.
III	The principal limitation is wetness. Water table near the surface nearly the entire year with standing water during the wet season. Slow percolation rate.

Low intensity development is possible.

IV

Soils in this group have two major limitations:

1) poor to very poor natural drainage - water table at or near surface of these soils nearly the entire year. 2) Soils have a high shrink-swell potential. Expensive to drain and unsuitable for even low intensity development in some cases.

V

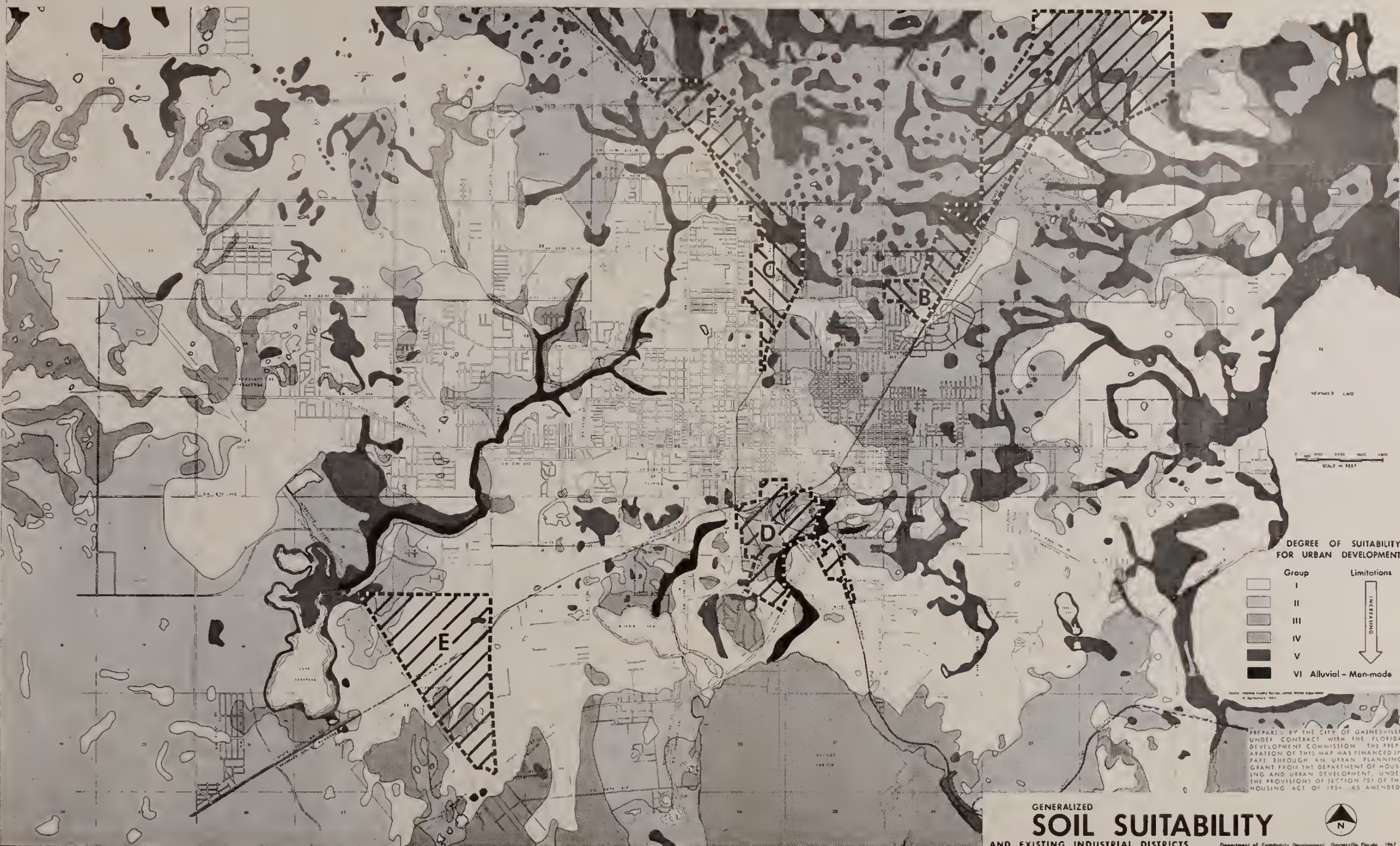
These soils have very poor drainage. Standing water during rainy season. Water table never more than a few inches below the surface. Peat must be removed and the area refilled to permit urban development since the bearing value of these soils is very low. Expensive to drain and develop and unsuitable in many cases for even low intensity development.

VI

Subject to flooding. Soils have no value for urban development except for recreational purposes and open space.







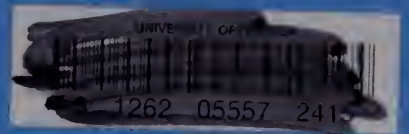
DEGREE OF SUITABILITY  
FOR URBAN DEVELOPMENT

Group	Limitations
I	
II	
III	
IV	
V	
VI	Alluvial - Man-made

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